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AUTHOR	Lenoir, Teresa C.
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ABSTRACT

This monograph presents a theory of helping practice for groups that aim to facilitate a sustained capacity for problem solving in urban public schools. The theory is based on information gathered by the Documentation and Technical Assistance project (DTA) of the Center for New Schools (Chicago, Illinois), in the process of observing experiences of nine projects that provided various forms of assistance for school improvement efforts. The proposed theory identifies the components of the facilitative process as: (1) a comprehensive practice framework that combines an integrated administration and pedagogy; and (2) action strategies consistent with the practice framework, which are communicable to school staff, adaptable to changing contexts, and which focus on resource procurement and skills training. These components are described in detail, and strategies used in the nine projects are discussed to illustrate how the components have been translated into practice. Finally, suggestions for practice, research, and theory are presented. Appendices discuss some of the necessary conditions that enhance a school's capacity to improve; describe the project sites studied; and provide illustrative material from the sites. (Author/MJL)

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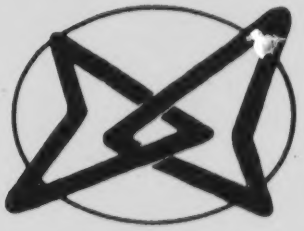

TOWARD A THEORY OF THE FACILITATION OF A SUSTAINED CAPACITY FOR PROBLEM SOLVING IN URBAN SCHOOLS

Teresa C. Lenoir
August 1977

DRAFT VERSION

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PROJECT OVERVIEW

The Documentation and Technical Assistance in Urban Schools Project (DTA) is an effort to learn more about how to make urban public schools work better for urban students. Toward this end, DTA combines educational research and practice within one project. DTA's mandate has three interrelated parts:

> DOCUMENTATION - to study, using primarily ethnographic techniques, the ways in which selected urban schools organize themselves to solve problems. Documentation focuses upon nine sites throughout the country selected and funded by NIE to continue to engage in locally initiated improvement activities.
>
> TECHNICAL ASSISTANCE - to develop in practice specific strategies which are designed to improve urban public schooling. Technical assistance strategies are based in part upon documentation of useful practices in the nine funded sites.
>
> LINKAGE - to increase understanding, through observation of DTA's attempts to link documentation with technical assistance, of the processes through which research can be useful to practice, and practice can influence research.

Our work is designed to effect school improvement through direct work in urban public schools and through sharing what we learn with the following audiences: parents, teachers, and administrators of urban public schools; the educational research community; groups or agencies working to assist urban schools; policy makers.

ACKNOWLEDGEMENTS

The ideas presented in this paper first took shape in the course of discussion with Stanley Diamond of the New School for Social Research. They developed further in Seminars held by the New York Region of the DTA Project, seminars which Matthew Miles of the Center for Policy Research in New York helped to put together. The New York Seminars have been a forum for interpretation of data from the nine sites. The author thanks all those who participated in the seminars, especially the five New York City based site researchers; Jacqueline Peek Davis, Chitra Karunakaran, Patrick Montesano, Lilliam Barrios Paoli, and Gladys Rivera and the consultants to the New York Region: Bruce Dollar, Yvonne De Gaetano, Marian Lynch, and Charlotte Waggenberg. Jay Schensul contributed to previous formulations of the theory. Thanks are also due the site researchers in other parts of the country and the participants in the nine funded sites for giving us the benefit of sharing two years of their experience.

Judy Gerber in the New York office of DTA helped in many ways in the preparation of this paper. The author expresses a special thank you to Steve Wilson, DTA Documentation Team Director, for introducing her to qualitative research; to Hannah Meara, Senior Research Analyst for support for organization, coordination, and inspiration; to Thomas Wilson, Project Director, for his never ending support. She appreciates the work of DTA typists: Jackie Brown, Eva Diaz, Diane Roberts, and Gloria Spann; and of those who provided proof reading and editorial assistance: Micky Forbes, Kathy Lappin, and Sarah Marter.

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CHAPTER I: INTRODUCTION

INTRODUCTION

Educational problems in the 1960's produced a plethora of new educational reformers. The increasing belief in the benefits of technology and the increasing rigidity of educational bureaucracies encouraged social scientists and other groups concerned with school reform to apply their knowledge to reformist activities in urban schools. Bold experiments and new strategies have appeared with astonishing speed and some have seen their demise just as rapidly. Management by objectives, organizational development, desegregation, compensatory education, community control, performance contracting, curriculum reform, alternative schools, mini-schools, teacher control and power, job redesign, restructuring and destructuring, to mention a few chips in the kaleidoscope of reform strategies, have burst upon the educational scene. Some of these reforms have their roots in earlier movements. Others are quite novel. In one sense, the problems and the solutions to problems of urban schools are strikingly similar to the ones encountered by previous reformers. Many find their genesis in the reforms of the past. In another sense, the problems are different and are complicated by the rapidity with which the contexts of urban schools change. Recognizing that institutions are in a state of constant change, some reformers have tried to assist schools in developing ways to cope with problems as they develop within the reality of change. It is with understanding this effort that the present paper is concerned.

This paper is an exploration of the strategies and supports which are found in the course of documenting the experiences of nine school improvement efforts funded by NIE (National Institute of Education) to continue and expand their ongoing work. What we are here proposing is an early statement of a theory about the process of facilitation of a sustained capacity for problem solving within local urban public schools. The succeeding paragraphs in this introduc-

tory section will briefly describe how this theory is grounded in qualitative field data about the nine NIE funded sites and the nature of the observed school improvement efforts.

Building Grounded Theory from Documentation of Nine School Improvement Strategies

Documentation of the nine school improvement strategies was accomplished using a holistic orientation toward research data, grounded in the complex reality of urban public schools. This research effort did not proceed from a preconceived conceptualization of what constitutes or facilitates problem solving. There already exists a bewildering and often contradictory array of models and strategies of problem solving. Our team of field researchers drew upon the advice of Sieber (n.d.) who writes:

> The best strategy perhaps, is to leave all this behind and get out into the field, only then will we be able to develop a conceptual framework that will both illumine and reflect reality.

They left prescriptions behind and went out into the field of nine school improvement strategies to get a look at real practice. The resulting documentation and analysis of practice in urban public schools has forced this writer to contemplate a more comprehensive vision of what is involved in facilitating a capacity for problem solving than she had previously.

The result is an integrated middle range approach to facilitating problem solving based on contextual research within schools and school improvement groups. Following Glaser and Strauss (1967), we have built theory from study of the complex natural world and by making constant comparisons among events and across school and group contexts. We do not claim that our present theoretical statement is fully representative of the complex realities of the nine funded strategies and the schools within which they have worked; instead, we have used those data to generate theory. The next step in our research work will be to test this proposed theory with new data.

Nine School Improvement Efforts

The nine groups who received the NIE grant were not newcomers to providing assistance to schools; some had been doing so for more than five years. Some were supporting an organization or staff that was already in existence, refining their strategies, expanding to new schools or areas of the city or helping schools with projects that had begun under other school improvement groups. All were introducing something new into the schools. Each stated that their new strategy would assist participating schools in the solution of problems. Facilitation was conceptualized differently for each project. For convenience the nine school improvement strategies can be categorized in terms of their each having one of four foci:

1. systematic planning and management
2. school-community interaction and decision making
3. teacher autonomy and decision making
4. improvement of pedagogy

They will each be described briefly under the heading of their primary focus.

Systematic Planning and Management: Mixed Types

Three of the school improvement groups, CBEC (1),* IEC (6), and TDC (7), adopted as central elements of their strategy the theory and practices of what we call the corporate model: the rational, efficient and systematic identification of problems, the development of goals and objectives, agreement on priorities, clear communication among the various parts of the administrative hierarchy, and the implementers of programs. Although the school improvement groups accepted the hierarchical authority of the school bureaucracy and its attendant regulations, they added to their models of school improvement elements of democratic participation and user initiation of programs.

*Site names and names of participants in the sites are pseudonyms. Numbers in parentheses indicate site numbers. Often sites are known by several different names, thus the numbers should provide clarity.

Coalition for Business and Education Collaboration (CBEC) - High School Self-Improvement Project (1) New York. CBEC is a public service organization supported by national corporations based in New York. Its membership is made up of representatives of a large number of corporations. In 1969 it entered into a relationship, with four New York high schools in which businessmen served as consultants to assist those schools in preparing graduates who could function more effectively in college or in the world of work.

In its second phase, referred to as the Self-Improvement Project, the Collaborative Planning Model was developed. Briefly, the model held that a person (internal consultant) with skills in group process responsible for change in the school, working in cooperation with the principal, could form a committee representative of and open to all school constituencies (faculty, administration, students, parents, and community), to identify design and implement plans for the school's improvement.

The CBEC provided funds to the school to encourage the research and development of experimental programs by teachers. In addition to the availability of funds for programs several other elements were deemed essential to the Self-Improvement Model: a school improvement planning committee, an Improvement Coordinator, and the Improvement Assistant, a program review committee, outside consulting services, ongoing problem solving meetings and formative survey feedback.

The theory and practice of organizational development was incorporated into the Self-Improvement model as a way of training participants in problem solving skills. The emphasis is on sequential movement through the following phases of systematic planning: entry, diagnosis, planning, research and development, implementation and evalaution (Davis, 1977).

Imaginative Educational Cooperation Project (IEC) - Washington School (6) River City. The IEC group was part of the central office school district staff. The IEC project was written and implemented by two members of the Organizational Development (OD) department of the River City school district.

The OD department was started by the superintendent in 1970 to support efforts to humanize and decentralize the school system in terms of the development of personal growth and communication training. The department was disbanded and later revived because the superintendent and the head of the OD department reconceptualized OD to mean the identification of organizational problems and of skills to resolve those problems. The new purpose was to improve the problem solving capacity of the school system. The goals of the collaborative problem solving process were to be accomplished by developing temporary problem solving structures based on expertise rather than on roles, developing an efficient communication system, surfacing and managing conflict between individuals and groups, and setting goals and priorities by rational methods.

The merger of the River City school system and the Jackson County system brought the second demise of the OD department leaving only the head of the project to carry on the work. One neighborhood school board, with which the IEC worked, is itself an informative school improvement group. This group is described in the next section on community interaction and decision making.

Junior High School Network Project (JHSN) (7) Federal City. The Teacher Development Cooperative (TDC) sought to change the organizational decision making processes in three junior high schools by changing the understandings existing among the faculty and administration about decision making.

The project has undergone several leadership changes and with each leadership change came an alteration of the school assistance strategy. The original training plan was to help staff at the schools learn to employ the elements of Management by Objectives (MBO) as a process to improve the school's decision making capacities. The current strategy emphasizes that school practitioners systematically plan problem solving strategies, although not necessarily by using MBO. In the school improvement group's view, collaborative school decision making between the administration and teachers could strengthen the school's planning and management capacities.

School-Community Interaction and Decision Making

The late 1960's witnessed a sometimes violent and determined attempt of minority parents to stem the tide of failure in the schools by demanding that school officials be held accountable to the communities they serve. The failure of schools to provide equal public services for minorities was not the only issue. In general, advocates of community control demanded greater participation in the economic and political lives of their cities. (See, for example, Altshuler, 1970.)

Neighborhood Corporation for Educational Improvement (NCEI) - East Town High School (9) New York. In response to community pressure, the Board of Education formally designated a four block area for a new school that would serve a community of low-income Black and Hispanic peoples from Easttown and white middle class people from Parkville. Interested parents from the district in this area formed the Educational Improvement Committee which deliberated on the kind of school that would best fit the needs of students. The Educational Improvement Committee changed its name to the Neighborhood Corporation for Educational Improvement and set up tentative plans for

launching a pilot high school named East Town High School. The committee constituted itself as a not-for-profit community corporation and secured from the Board of Education a school finance contract by which the Board relinquished fiscal control of the high school to the community corporation, a rather unique phenomenon.

The executive director of the corporation and the administrative leadership of the school worked together on decisions and policies affecting the operation of the corporation and its support for the school. At the time of the DTA study NCEI provided fiscal and political support for the school. Members of the executive committee of the corporation, composed of community representatives, held all policy and discretionary powers.

Washington Neighborhood School Board (6) River City. The decentralization of the River City school system was designed to make the local school the locus of decision making. Neighborhood School Boards were to be established in each school building in order to bring about the involvement of community members and parents as well as the school staff in the decision making effort. Although the Neighborhood School Boards had no legal status they received legitimacy and support from the superintendent and from the Board of Education. Some of the Neighborhood School Boards never developed. The Washington Neighborhood School Board is a significant exception. With the merger of the River City system and the Jackson County system, support for the Neighborhood School Boards decreased significantly.

The Washington Neighborhood School Board (WNSB) is currently legally incorporated in the state as a not-for-profit corporation. The board of twenty members is composed of a balanced membership of staff members of the community school (Washington), the parents of children attending the school, and other community members. The WNSB has sustained its existence through selective recruitment, informal training, successful community programs and the charismatic leadership of the principal of the Washington School, Ned Winter.

Inner City Consortium-Southend Intermediate School (2) New York. The director of the Inner City Consortium's educational program was introduced to the principal and faculty of Southend Intermediate School by a consultant to a project that was then in operation in the school. The Consortium was to use its expertise to support and continue the work of the pedagogical and advisory structures. The Consortium applied for a federal grant from NIE. The funds from this problem solving grant (NIE) were used to build and equip a teacher center in the school. The Center was to support the mini-schools and the work of those teachers developing curriculum projects. The mini-schools were substructures of the larger school which allowed for smaller grouping of students and teachers. The Consortium was also to provide training to members of the School Growth Guide Group (SGGG), an advisory panel to the principal, in a planning and decision making process. The membership of the SGGG was composed of teachers, parents, students,

and the principal. Under the NIE grant, this group was to have decision making power over the activities and functions of the teacher center. The SGGG funded curricular projects initiated by the principal and teachers.

Southend Intermediate School is located in a depressed area of the city. Due to the rapid neighborhood decay and demolition of housing surrounding the school, it has lost many of its students. In the year of our documentation the school lost more than half of its faculty due to the declining student enrollment and teacher layoffs. Southend I.S. has been fortunate, however, in that the principal continues to pick out teachers and encourage them to write grant proposals. These grants have brought extra funds to the school and have allowed the school to generate some unique educational programs: an industrial arts program for retarded students, a poetry writing program for poor readers, a video-tape studio in which students create and produce television shows and a nutrition program to provide nutrition education for students and to monitor their physical growth.

Teacher Autonomy and Decision Making

Historically, teaching has been relegated to a lower status than other university educated occupations. There is tension between those who believe that teachers should be treated as functionaries and those who believe that they should be treated as more autonomous, skilled practitioners. Often teachers labor under circumstances in which they are treated as both functionaries and skilled practitioners. The ambiguity of their dual role works against the teachers active involvement in ongoing problem solving. Institutionalization of a large measure of autonomy and decision making for teachers appears to be an important component in sustaining their capacity for problem solving.

Faculty Development Project (FDP) (3) El Dorado. FDP was created as a result of an agreement between the Project Director, the El Dorado Teachers Association and the district. The project was endorsed by the superintendent who saw it as a way to create more responsibility and initiative at the school level. The FDP project is founded on the basic assumption that "decentralized decision making and self-governance at the local school level must involve teachers directly because it is right, relevant and practical to do so" (White, n.d.).

The Project held workshops with teachers on developing skills to assess needs, priority setting, problem solving, trouble shooting and constitution building. It was required that each school involved in the project write a constitution. After the constitutions were written and adopted they were to serve as the instrument for institutionalizing the right of faculty councils to make decisions about student discipline, curriculum, allocation of funds, teacher duties, extra-curricular responsibilities, hiring/firing and other matters.

Program for Satellite Teacher Center (STC) (5) Iroquois City. The STC was established by the founder of a successful teacher center located near a major university campus. This new center replicated the operations of the original center in its informality and voluntary nature. The Center's Board (STC) was composed of teachers, parents and an administrator. It attempted to provide an opportunity for teachers to gain control over their work by making use of their resources of funds and services. The funds were distributed through the funding of proposals submitted by clients who were mostly teachers. Specific services were provided directly to clients by putting individuals who possessed specific skills in touch with other individuals or groups who needed those skills. Thus the center served the function of a broker of resources and services.

Improvement of Pedagogy

Once they have left teacher training, teachers find little or no opportunity for the improvement of their practice. There has been a recent movement of developing open learning community programs which aid teachers in skill development. These programs have their roots in the American progressive educational movement and the British infant schools.

The first of the Learning Communities described below was established in a Bricktown school in New York in 1967. The decision to establish the Learning Community in a public school faced the problem of the possibility of change in a system that seemed impossible to change and to obtain from that system a commitment to teacher development in order to support the learning of children. With the establishment and growth of the first communities, it was confirmed that changes in the existing school organization were possible.

Responsive Education Program (REP) (8) New York. The Learning Communities in the public schools are supported by the Assistors' Service and University Center for Responsive Education which has its headquarters in a major university. The Assistors' Service operates under the charismatic and central leadership of Professor Marian Barber, an acknowledged authority on educational practice. Her prominence is based on her expertise as a practitioner. Professor Barber is the master teacher to the Assistors who carry out the work of the Assistors' Service in the schools.

Assistors work in a face-to-face relationship with teachers, parents, administrators and students. Using modeling techniques, assistors help teachers learn more about a child's development, understanding the use of materials for instruction, planning and record keeping, planning classroom activities, trips, projects, and curriculum. In the daily contact in the school, Assistors make independent judgements about program strategy, formulations for future work and developing relationships with teachers, administrators, and parents who engage in voluntary contact with them. Although the Assistors develop a specialty or expertise, they are generalists in the practices and principles of Responsive Education. They share the common view that children are intrinsically capable and motivated individuals whose learning and growth are generally inadequately met by schools.

Cultural Continuity Project in Urban Education (CCP) (4) San Andreas. The CCP believed that much of the failure in urban education was due to the discontinuity between the cultural context of the child's community and that of the local school. The project provides resources and training for school staff and parents to reduce this discontinuity. CCP works in two predominantly Black elementary schools where student achievement levels are very low.

The Project is composed of mental health professionals, community organizers, and parents who, building on the theme of cultural discontinuity, taught teachers the cultural styles of their students and encouraged parents to be more involved in the educational process. Working through committees they focused on suggesting new ways of teaching children by building upon their cultural strengths, by facilitating the acceptance by school administration of suggested changes, and by encouraging representatives of the larger school community to inform the school of various aspects of the community culture. Parent Assistance Groups in the two schools operated differently.

Many of the teachers with whom the project had worked were reassigned to other schools to meet integration guidelines. During the next year the project re-focused its activities to work with parents on helping them to develop strategies to become more effective in working with school personnel in the interests of their children.

The Proposed Theory

This monograph will describe the components of a proposed theory of the process of facilitation of a sustained capacity for problem solving. In its current form it is a theory about how school improvement groups facilitate the development of a capacity for problem solving in urban public schools. The proposed theory will be briefly introduced in the following paragraphs and outline. Each chapter which follows will then expand upon the components of the proposed theory.

It is proposed that school improvement groups which accomplish the facilitation of a sustained capacity for problem solving in the schools wherein they work will base their action upon a comprehensive practice framework, i.e., a framework for conceptualizing the improvement of practice. Their action strategies, i.e., their strategies for behavior designed to improve practice, must be consistent with the practice framework. Action strategies, to be facilitative of a capacity for problem solving in schools, must have two important characteristics: (1) They must be clearly communicable to school people with whom the group does its work. (2) They must be adaptable to the changing contexts of the schools and communities within which they work. Having these above mentioned characteristics, the action strategies then must focus upon two aspects of their work, in particular: (1) obtaining necessary resources of various kinds; (2) training people in the skills which facilitate school improvement.

A capacity for problem solving is developed when school community members come to carry out action strategies in facilitative ways, leading to their commitment to the action strategies, and consequently to commitment to the comprehensive practice framework. When school improvement groups or school community members encounter sustained inhibition of the problem solving process it can be attributed to a lack of or weakness in one or more of the above components.

Briefly, the proposed theory is outlined as follows:

Components of a Proposed Theory
of the Process of Facilitation of School Improvement

I. Comprehensive Practice Framework

II. Action Strategies Consistent with the Practice Framework

III. Action Strategies with the Following Characteristics:

  A. Clearly communicable

  B. Adaptable to changing contexts

IV. Action Strategies with the Following Foci:

  A. Obtaining necessary resources

  B. Training in skills

Chapter II will describe what is meant by a comprehensive practice framework and by the consistency of action strategies with that practice framework. It will then discuss the importance of certain characteristics of action strategies. Essential foci of action strategies will be described in Chapters III and IV.

CHAPTER II: CHARACTERISTICS OF FACILITATIVE ACTION STRATEGIES

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CHARACTERISTICS OF FACILITATIVE ACTION STRATEGIES

A. Action strategies which are based upon a comprehensive framework for practice.

   1. A practice framework is comprehensive in that it encompasses both learning or pedagogy and management or administration.

   2. A practice framework is comprehensive in that it is able to encompass and/or adapt to the complex reality with which it must deal. Reality is complex in many ways including its changing nature and the changing nature of our understanding of it.

B. Action strategies which are consistent with a framework of practice. Consistency between practice framework and action strategies is facilitative both within the school improvement groups and in their work within urban public schools.

C. Action strategies which are clearly communicable.

D. Action strategies which are adaptable to the changing contexts within which the school improvement groups work.

CHARACTERISTICS OF FACILITATIVE ACTION STRATEGIES

Action Strategies Based on a Comprehensive Framework for Practice

There are two crucial features of the school world which a framework of practice must encompass. The first is the central core of the work: the art or science of teaching (pedagogy) and the reciprocal process of learning by students. The second is the organization which permits the work to go on: the management or administration of the school.

Frameworks of practice which deal exclusively with one or the other of these features of the school world result in a limitation upon effective action. Management which ignores the teaching and learning process is unable to profitably manage all aspects of the work of the school. Similarly, pedagogy is unable to guide practice in a full and lasting manner if it is not sensibly integrated with its own administration.

The Learning Community (8) school improvement strategy provides an example of a practice framework which encompasses both administration and pedagogy. It calls for the provision of certain kinds of necessary resources from the school administration within which it can work. It requires a particular space resource (school corridors), manipulative materials, and autonomy from administrative direction of how teachers should teach and interact. Pedagogically, it uses collegial relations among teachers for sharing and learning from each other for the improvement of teaching. In a like manner it prescribes interaction among children so that they may learn from and with each other. These pedagogical processes would be very difficult to carry out without planned

administrative support of the sort outlined above. This school improvement strategy is also based on the view that children are natural learners whose natural learning mode is to move in understanding from the concrete to the abstract. Administrative provision of manipulative materials makes this learning process possible. Standard administrative provision of standard school materials would not permit it.

To facilitate problem solving in urban public schools a practice framework must be dynamic. It provides a framework for the dialectic between the complex changing reality of the school and of the practice. It provides for a changing and deepening understanding of the processes of learning and interaction in children as students and adults as teachers. It thereby provides for the refinement of action strategies and for research and/or reflection on the content and process of the action strategies.

Some school improvement groups built their practice out of previously formulated theories of action unrelated to schools. Others failed to consider the complexity of the internal operations of schools and the external constraints imposed on practitioners. These groups fail to consider that schools perform latent functions which are contradictory to the action strategies they are attempting to realize in the schools. Still other school improvement groups attempt to persuade the schools to adopt a practice that does not lend itself to the operations of schools, or the totality of practitioner needs.

Action Strategies Consistent with Framework for Practice

Facilitation is the execution of a framework for practice between members of school improvement groups and educational practitioners. Reflection and research upon the execution of practice is an integral part of the process of building and testing a theory of practice.

Generally, it was the explicit purpose of the nine school improvement groups to execute action strategies which they believed would increase the capacity of urban schools to solve problems. Following are the action strategies they focused upon:

- collaboration among parents, mental health professionals, community organizers and teachers aimed at reducing the cultural discontinuity between the child's home community and school community. (CCP/San Andreas/4)

- institutionalizing teacher decision making in the local school. (FDP/EL Dorado/3)

- improve the problem solving capacity of the school and system and make it more collaborative. (IEC/River City/6)

- assist a school constituency based planning team to develop a decision making process which would support problem solving efforts in the school. (Inner City Consortium/New York/2)

- a systematic planning process, a modification of Management by Objectives (MBO). (JHSN/Federal City/7)

- community control, the political and fiscal support of a model for a comprehensive educational program. (NCEI/New York/9)

- training teachers to develop skills in open education and the re-organization of the schools into communities which support teachers and children. (REP/New York/8)

- teacher autonomy, decision making and resource availability. (STC/Iroquois City/5)

- a systematic planning process in six stages and training of practitioners in the use of the process. (School Self-Improvement Project/New York (1)

Although data collection is still on-going, we have observed that the consistency with which action strategies execute practice frameworks within the schools and within their own groups enhances their ability to assit the schools in problem solving.

One of the school improvement groups' action strategies was to teach or train practitioners in the schools to systematically plan actions that would resolve identified problems. This systematic planning process was used in the school in support committees which had the responsibility for identifying, studying, creating, and implementing solutions to problems. The group mirrored the planning and creation of support committees for its internal coordination of activities and survival. The Self-Improvement Team was the central problem solving and decision making body of the school improvement group. Usually they conducted their meetings and planning sessions with the same procedures expected of the committees in the schools. A typical meeting both within the school improvement group and within the school included the following processes: agenda building, paraphrasing, debriefing, and feedback.

Another school improvement group concentrated their activities on training teachers to execute the skills of the practice and reflect on the execution of the practice. Frequent contact with teachers who desired the service provided the context for the modeling of the skills of the practice and the sharing of learnings. These activities were mirrored in the interaction between the director of the project and the consultants (Assistors). Assistors continued their training under the tutelage of the director, shared experiences and skills with one another in meetings and workshops designed for that purpose, and reflected in logs and reports on their work in the schools. The University Center was the primary structural support for the Assistor as the learning community was the primary structural support for the experienced teacher.

The remainder of this chapter will discuss some of the complex issues having to do with solving their problems that are faced by schools and the groups which attempt to assist them. It will describe in some depth the experiences of school improvement groups in executing action strategies to assist schools with raising and defining problems, processing problems, taking action in terms of decision making, and reflection of evaluation upon action. There are a range of activities and dynamic factors that begin with the raising of problems and end in the reflection upon actions taken. The range of actions requires choice. The action of choice is called a decision.

Raising Problems

In one of the high schools where the FDP project worked, the principal used the faculty conference as a forum for a workshop on the problems of the school. Most of the problems centered around student problems, e.g., students lack of basic skills, need for improved personal habits and discipline, and need for educational alternatives and opportunities. The principal led the discussion into problem solving with the following questions: "How do we deal with these concerns and priorities? How do we find ways of meeting these needs?" (Clark, 1977). Several teachers tried to push the problems back on the elementary school but the principal would not accept these efforts. Then some teachers offered suggestions that could be accomplished within their school. As the meeting ended, the principal called for nominations and volunteers to work with him on a needs priorities committee. The volunteers included the most vocal members of the faculty present at the meeting. We have no evidence of the functioning of this committee after its initial formation at this faculty

meeting. However, this excerpt is instructive on two counts: first, the principal was determined to generate from his faculty, in the normal course of their meeting, problems and options for attacking the problems; second, the principal demonstrated a great deal of skill in providing leadership for that meeting. Faculty meetings could be directed along a problem solving course, if the discussion was not allowed to deteriorate into a gripe session where blame was placed elsewhere.

East Town High School used some of its faculty meetings for the purpose of raising problems. A special part of the meeting called "Open Agenda" was set aside, on a regular basis, for raising problems and concerns. Options for action were also raised in the meeting. Some problems were resolved immediately, others awaited the necessary resources for processing.

Defining Problems

Mintzberg et al. wrote in Administrative Science Quarterly (1976): "Diagnosis is probably the single most important routine, since it determines in large part, however implicitly, the subsequent course of action." In DTA (Runkel, 1977) it was observed that, "An analysis of the data from four of the school sites revealed that 'diagnosis' of school problems by school practitioners was more often than not an informal process." In other words, a systematic and regularized method of defining problems accompanied by the gathering of data about the problem was lacking at a number of sites. School people responded to what they sensed as "something wrong," e.g., chaos in the school, lack of student discipline, lack of order in the halls, and the failure of students to read on grade level. Often the problems identified depended on the type of school practitioners identifying them or the immediate conditions they faced. Generally, administrators complained about the lack of order in the school and the press of environmental forces. Teachers complained about the lack of student achievement, discipline and learning, the

necessity to provide additional educational services for the students or to maintain the level of educational programs for students. (See, for example, Baldwin, 1977; Brown, 1977; Davis, 1977; Hyde, 1977; Johnson, 1977; Karunakaran, 1977a; Rivera and Montesano, 1977; Wilson, S., 1977.)

Some school improvement groups were instrumental in assisting the schools in developing both formats and arenas to accommodate the process of systematic problem definition. Two of the school improvement groups were prodded by federal project officers who recommended that needs assessment be added as part of their facilitation efforts with the schools. CBEC initially used broad based adult committees in the school to identify problems. They later used survey feedback as a technique to identify problems, and students' views of school problems were solicited in later phases. The group in Federal City used an adaptation of the MBO technique to identify problems. The FDP project used a method of problem identification that was normative. A mathematical formula was used to categorize and place the problems in order of importance.

A more informal but nevertheless organized way of identifying problems in the school was used by the Assistors Service University Center. The Center held workshops or special gatherings devoted to such problems facing teachers, parents, and administrators, as testing, laying off of teachers, curriculum, etc. If the problem was one of larger social impact, the participants analyzed it and placed it in juxtaposition to other problems. Then the participants examined their options, resources and consequences

of choice. This format differes from problem solving in that the people involved did not take the position of experts with solutions or analyze reality into its component parts or segments. This format is more like "problemizing" in that the populace concerned with the problem is set to the task of codifying the reality into symbols which can generate consciousness and, as Friere (1973) writes, "empower them to alter their relations with nature and with social forces." Although the statement and task appear to be rather Promethean in their expectations, the discussions of problems by the school improvement groups with teachers and parents approached a level of analysis of the reality which viewed the larger social context rather than becoming segmented. Thus, "problemizing" was different from problem definition in that simultaneous reflection was part of the process and helped to tie the defined problem into a larger social, political or economic context without paralyzing the participants into inaction. The dialogues did not degenerate into self-interest or personality conflicts. The participants were able to pose practical strategies to process the problems.

Processing Problems

Urban schools traditionally have a difficult time in processing problems. In spite of the pluralism of the setting, many groups are excluded from the activity since resources are scare and options are perceived narrowly. Problem processing takes on a top-down quality conforming to the hierarchical nature of school administrative structures. The processing of problems attracted the attention of the school improvement groups, and their assistance was essential in breaking traditional views of processing problems and assisting schools to formulate goals or directions which were shared by more persons in the school than just the administrative group.

Goal Formulation is a major facet of processing problems, and the development and implementation of goals is an extremely complex issue. Often goals are too lightly considered and too hastily formed. The models available to assist persons in the formulation of goals are often inapplicable to the real world of action. A "pure rationality" model for goal determination is probably impossible (Dror, 1965, p. 133). Preparing a complete set of operational goals, values and resources, alternatives and valid predictions of costs and benefits for each alternative is prohibitively costly and probably impossible with current technology. In addition, the impact of environmental ambiguity on the organization and its participants often places rational goal formulation within the realm of the improbable. For many people in the school organization, there is a lack of clarity about the world in which they live and the causal links to the school. There is an inability to see links between the actions of the school and the consequences of those actions. Environments are uncertain and threatening. There is also the general ambiguity of the organization. At any one point in time individuals vary in an institution, and the time individuals devote to decision making varies. The technology within the organization may also be changing (March, et al.).

The contribution of the differing interests and values of sub-units within the organizational structure, legal mandates and constraints, traditions, previous history of the individuals and the organization, and the ability of individuals and the organization to assess the state of the system and assess data, all contribute to the difficulty of choice that lies behind goal formulation.

The political ramifications of goal formulation cannot be overlooked. Often goals are not stated operationally. There is an advantage in stating a goal in a highly abstract manner. It can be perceived by many different groups in many different ways. Often, specified operational goals can lead to conflict while unspecified goals may be effective in recruiting support. The details of operationalizing the goal can be left to the day-to-day activities of people. However, people must and do make sense of their world, determine its meaning, determine what is important and then implement activities which provide a sense of satisfaction and purpose. Where there is absence or neutralization of conflicting groups, defined goals provide guideposts to action on the part of participants.

School improvement groups were interested not only in helping organizations formulate and choose operational goals but in helping individuals, particularly teachers, formulate and make operational personal and professional goals. The elements that appeared to be important in these attempts were that the formulation of overarching goals, sub-goals and operational goals be conscious in that participants should be aware that they were forging directions for themselves and for the organization; they should be public, in that the sharing of goals among the sub-groups of the school removed goal formulation from the private domain of certain groups in the school; the goals should be operational, in that actions could be taken on the basis of goal statements. Operationally, it was hoped that groups or sub-groups would develop a consensus around the goals, and therefore make action on the goals possible.

East Town High School and NCEI developed a set of objectives of the school process and a set of outcomes. These objectives were specific and included items that covered objectives for students, guidelines for the in-

volvement of parents, affective relationships between staff and students, and guidelines for the recruiting of faculty (the objectives for East Town/NCEI appear in the appendix).

Several factors contributed to the development of a set of goals for the mini-school and the implementation of objectives for Southend Intermediate School. These were, teachers sharing the understanding that smaller groupings of students would humanize the teaching situation, teachers interested in working with colleagues who shared similar views on education, the existence of resources to plan the transition to mini-schools and the help of a consultant to assist in the planning (see appendix for their goals and objectives).

Alternative Methods for Processing Problems

Some school assistance groups helped school community members to process problems by other than clear and explicit methods. Following are some examples of alternative methods.

Systematic Problem Solving Process (CBEC) (1). The CBEC school improvement group developed a six-stage systematic problem solving process. Within the process were stages which focused attention on processing problems. Prioritizing problems, studying alternatives, designing activities and enlisting the support of other departments or members of the school to supply needed resources, either human or material, appeared to be important elements in the way the group conceived the processing of problems.

Obviously every problem cannot be confronted at the same time or with the same degree of intensity. Placing problems in the order in which they would be confronted appeared to give participants the feeling that tasks could be accomplished systematically. Once the assignment of priorities was completed, the problems became goals in which the objective was to ameliorate

the problem. The translation of the problem statement into an action goal statement shortened the distance between assessment and action. The solution of the problems became the explicit goal, thus avoiding some of the problems involved in a full scale goal formulation process.

As the processing of problems continued however, it became evident that some problems were being processed in such a manner as to insure success. For example, the original problem was how to educate students in the school who were reading more than three years behind grade level. The problem, however, was processed to assist the marginal reader, i.e., the student who was admitted to the school reading one year below grade level or on grade level and whose reading score dropped with continual attendance. One danger in the processing of problems is that the school personnel may tackle only those problems for which they feel they have the resources, human expertise, available funds, time and materials. The search for resources to tackle critical problems like the non-reader may not occur. Often teachers in the funded sites created programs which satisfied <u>their</u> interests, i.e., the teacher who created the horticulture program was interested in plants, the teacher who started a movement program with her elementary school class was interested in the dance, etc. Affording adults the opportunity to exercise their self-interests and/or capitalizing on the interests of adults appeared to be one of the ways problems were effectively processed.

<u>Collaborative Problem Solving (East Town H.S.) (9)</u>. In East Town, some problems were processed in a collaborative way, while others were processed by administrative fiat. When the committee system was working, problems could be brought to a committee and members acted to develop solutions everyone could accept. One such committee was the Pupil Personnel Committee, composed of

students and faculty, which recommended to the Representative Council that a student who was short one credit for graduation be allowed to graduate. The recommendation was then approved by the administrator. Although the process took a long time, the student's case was heard and it was found that the problem was the result of poor counseling, not the student's negligence.

In another instance of collaborative problem processing, members of NCEI, the administrators, faculty and students of East Town High School and community leaders held a series of meetings to define problems and discuss solutions to the problems faced by the school. Out of this series of meetings a number of task forces were created that would perform the work necessary to plan and implement solutions to the problems. Many of the task forces never met, and those that did meet did not implement the problem solving activities.

In incidents where administrative fiat was used instead of the committee system, it is apparent that the committee system was perceived as cumbersome, time consuming and yielding unpredictable results. On those occasions where the committee decisions differed with the administrative view, the view of the administrator prevailed. In some instances, issues never got to committees. Decisions were made by the administrator and everyone had to live with them. Thus, collaborative decision making even under the best of intentions is a difficult process to achieve. It is problematic when the pressure of external forces and internal demands calls for speedy decision making. Repeated administrative encroachments upon the collaborative decision making structure will cause the structure to cease to function.

Faculty meetings do not appear to be good settings to process problems. The group is too large and the interests are often conflicting. For example, in an El Dorado High School faculty meeting, a teacher demanded more protection

and cooperation from the principal. This meeting had only limited effect in processing the problem. Although the principal promised a "get tough" policy with students who were cutting classes and annoying teachers, the faculty meeting could more properly be called a grievance session, not one in which people in the school calmly assessed problems, determined alternatives and took action.

Management By Objectives(JHSN) (7). The adapted MBO techniques in Federal City appear to be another way of processing problems. At present, the idea is to set school-wide objectives as a way of processing problems. This is accomplished through action planning, a technique similar to the systematic planning of the CBEC school improvement group. Action planning has the following steps:

Diagnosis
Analysis of hindering and helping forces in problem solution
Formulation of action steps to negate the hindering forces
Flow chart of activities
Deadlines and tasks
Evaluation --people who have a task to perform set up their own evaluation method.

(More will be added to this section upon the completion of the case study.)

Staffing (Responsive Education) (8). The staffing process of the Learning Communities appears to be effective in processing problems concerning the development and progress of particular children. With the help of an Assistor, teachers present a profile of the student. Children are not labeled "slow" or "disadvantaged", instead teachers describe what the children are doing, their interests, their background in school and at home. Upon presentation of a child at one such staffing conference, the teachers determined that the child had missed a critical stage in her social development and would probably benefit from a learning program which did not push her into other activities until she could somehow make up this stage. The plan was to be explained to the

parent who had already been cooperative with the teacher. A close watch was to be kept on the child's progress so that it could be determined when she would be ready for the next stage. In this example, data, expertise and a theoretical orientation to children and their development were used in the processing of a problem.

Research as a Unique Way of Solving Problems. Research allows participants to obtain more data than they would during the assessment process. In the funded sites, teachers and parents gathered data. The data gathered presented them with options they could pursue and a knowledge base for the pursuit of certain activities. At Polk High School in New York, the teacher who was interested in starting a mini-school traveled to Boston to look at an alternative school. Although many of the proposals may not have received the attention to research that the mini-school received, it was apparent that the effort being made by the school assistance groups was not to sponsor projects solely on the basis of the self-interest of teachers but to take that interest of teachers, give it a knowledge base through research and produce educational programs to address the problems of students.

Veteran parents (parents who had been associated with the Learning Community program for a number of years), responding to the lack of information available to new parents on the Learning Community program, decided that a documentation effort would be useful to show how the school had changed since the program was adopted and how the children in the program were succeeding in the upper grades. Parents felt that if new parents could see where the schools had been before the Responsive Education program and could also see how children from Learning Community programs adjusted to non-Learning Community settings in the upper grades that new parents might express less concern over the pro-

gram. This excerpt from our documentation of the site (Karunakaran, 1977b) gives a view of the process:

> SN asks parent KC to report on progress of her effort to document the transition of children from learning community program at elementary school B into non-open settings in the junior high. KC responds that she has just started accumulating data. She says she has been listening to discussions and, as a veteran parent of the school, (school B) she realized that it is "impossible and unnecessary" to fulfill other people's criteria about the open corridor. "We should concentrate on describing it fully as possible in the way we see fit." KC suggests that perhaps parents here should form themselves into a group called the Parents' Council on Learning Community for District D.

In this example, the documentation research of the veteran parents served to process their problem of how to satisfy some of the information and security needs of new parents in a unique way. The research would probably give credence to the claims of the veteran parents that the Learning Community was a good program, provide the legitimacy and respectability that research invests upon school programs, give the veteran parents additional legitimacy as parent experts because of their role in the research, and assist the veteran parents in feeling pride in their accomplishments. In this case, the research activity served a political purpose in that those parents involved in the research would serve as the beginnings of yet another support group for the Responsive Education Program.

The previous sections have considered two important aspects of problem solving processes: problem raising and definition, and the processing of problems. These are actually sub-phases in the interaction of school improvement groups and schools and appear to be critical in counteracting inertia and minimum effort behavior in schools.

Decision Making

Stimulating schools from inertia and the patterns of past actions is an important phase of taking action. Action paths, however, can be multiple. A decision must be made on a preferred course. The ways in which decisions are made in schools is also full of variation. Some decision making is based on past actions. In cases where there is some similarity between present conditions and past conditions, school people will often conclude, "Such and such decision worked under similar conditions, let's try it again." The possibilities of relying on past actions becomes more remote as present situations become more dissimilar. Often people in schools rely on intuition in making decisions. This intuitive sense is not anti-rational. The predictability of intuition is often based on experience, the understanding of relationships between colleagues, and knowledge of the impact of internal and external forces on the school. In any case, decisions for the school organization sometimes reflect the same problems of personal decision making, with this difference: the open-endedness of the decision is more often limited by bureaucratic regulations and legal constraints.

School practitioners appeared to have decision making processes that were not fully systematic, informal, and subject to the internal politics of the school. Negotiating, bargaining, cajoling, and mild coercion were common subphases of processing problems and taking action occurring in the schools that school improvement groups either did not recognize, overlooked, or used to their advantage. Although these sub-processes were not admitted publicly, this political activity was routinely manifested by those having some control over choices, e.g., administrators (principals), internal agents, school assistance group consultants, and those teachers who directly benefitted from grants and released time. As Mintzberg and his colleagues (1976) have

written:

> Political activities reflect the influence of individuals who seek to satisfy their personal and institutional needs by the decisions made in an organization. These individuals may be inside or outside the organization; what ties them to the decision process is their belief that they will be affected by the outcome. Their political activities serve to clarify power relationships in the organization; they can also help to bring about consensus and to mobilize the forces for the implementation of decisions (p. 262).

This process is readily observable in the documentation of the school improvement groups.

Some of the school improvement groups tried to get the school to adopt consensus as a formal method of making decisions in preparation to taking action. This was not an easy task, since many of the schools had little experience in decision by consensus. One of the schools still uses majority rule, with the minorities feeling that they have been co-opted by a coalition of the informal power group. In another school, a method of consensus, the five finger vote, was adopted as a regular decision making procedure without the intercession of the school improvement group. In this procedure, each teacher holds up from one to five fingers indicating the degree of consent given to the action. Five fingers means whole-hearted approval, four fingers, less approval and so on.

Working toward the consensus of the group appears to be a desirable end in small groups. It seems unrealistic to expect total consensus of all members on all points. It seems less than reasonable to assume that the whole school could take action on the basis of consensus decision making. The factionalism among the staff reported by the site researcher in El Dorado would appear to be a deterrant to consensus decision making. In the Self-Improvement (CBEC)

schools, plans to take action were arrived at in a sub-group of the school by using the consensus. These plans were then submitted to the larger faculty for approval. Thus, consensus decision making in a small group prepared the way for acceptance by the rest of the school.

Consensus appears to be more possible in voluntary groups. This statement is written mindful of the fact that most of the observed settings were voluntary meetings of administrators, teachers and parents, or groups where some form of consensus was adopted as the method of decision making. There were other instances where the action looked like it was arrived at by a consensus of the group, but the decision had been made before the meeting using the method of political bargaining. What looked like consensus was only a ratification of the decision; consensus takes a longer time. It is also tied to a bargaining process because all members must find something in it for themselves. Getting most people to accept the decision to take action has the effect of mobilizing the groups to perform the necessary activities. Thus, the building of commitment to the decision is the product of the participant's behavior in the processing of problems and taking some form of action in its resolution.

Reflection/Evaluation

Reflection is a process of reviewing or taking stock of actions performed. The purpose is to learn from the reflection and create a course of future actions which will be more effective than those of the past. Evaluation is a more formal and systematic process which measures actions performed against goals. Evaluation can be a function of the school organization or it can be performed by an outside agency or consultant group. It appears that evaluation was an important part of some of the school improvement group strategies. Some

of these groups wanted to encourage school people to engage in internal evaluations of their functions as a precursor to planning the direction of the educational program and ensuring the efficient functioning of the organization. Some of the methods employed are discussed below.

Survey Feedback (CBEC) (1). Survey feedback was one of the devices used by the school improvement groups as a method of internal evaluation. It is defined by Miles et. al. (1969):

> Survey feedback is a process in which outside staff and members of the organization collaboratively gather, analyze and interpret data that deals with various aspects of the organization's functioning and its members' work lives and using the data as a base, begin to correctively alter the organizational structure and the members' work relationships (p. 458).

The first efforts at survey feedback met with some problems in that the steps outlined above were not rigorously followed. The collection of data was not collaborative and the results of the data were not shared with the entire school faculty but only with the self-improvement coordinators. The session in which the data were shared with the coordinators was rather uncomfortable in that they protested the validity of the data and the methodology. The data were later analyzed by the consultants and were used by them in planning their strategy in the schools. Presently, the project is using survey feedback, apparently successfully, in collaboration with members of the school staff and with students.

Internal Evaluation (Southend Intermediate School - Inner City Consortium) (2). A teacher at Southend I.S. served as their internal evaluator. He did a rather complicated study of the school, the operation of the team structure and pupil achievement. An oral presentation was conducted at an end-of-term planning meeting, but the usefulness of the data was marred by the atmosphere at the presentation. The original design of the meeting was to have the data presented

and base the planning for the year on the data. Unfortunately, the issue of laying-off teachers was raised at the meeting and the teachers were upset at the prospect of losing their jobs. With the imminent collapse of their educational programs at the school a possibility, the presentation was not heard or used. The report itself was difficult to read because the reproduction was poor. However, the teacher continued to be the internal evaluator for the school and is presently doing a study of the health of the students in collaboration with the guidance counselor as part of a nutrition grant received by the school. The most recent claim of the school is that the internal research and evaluation conducted by the teacher is used in the planning of school programs.

Logs (Responsive Education) (8). The logs of the Assistors University Center for Responsive Education are another format in which reflection and evaluation occur in the funded sites. Assistors keep a log or written record of their activities in the schools which is used in many ways. It is a communication device between the Director of the project and the Assistor and a communication device between assistors who are based at different schools.

Because the Director is not based in the schools, the log is the vehicle through which she is informed of on-going activities. Logs are used as the basis of small group discussions, large group workshops, and for the planning of the on-going work of the assistor in the schools. A report in the log on the Assistors' use of natural materials in the classroom led to a long-term unit at the University Center. Other spinoffs from the logs are apparent in the activities at the University Center and in the schools. The assistors employed by the district keep two logs, one for the district and one for the Assistors. The district log only records hours of work and topics covered.

The Assistors' log is a personal and confidential document which contains the progress and setbacks of teachers who work with Assistors. Thus, the logs provide a written record of the Assistors' work and a tool for the formation and evaluation of the project.

Reflection is a routine part of the Assistors' Service. Reflection may be written or oral, and may be conducted in conjunction with a group external to the school. Some of the sessions at the Vermont School* provided the participants with the opportunity to reflect upon their own growth as they developed reading habits in childhood. Teachers were asked to recall their experiences with reading in order for them to make a personal connection with some of the difficulties youngsters face when they approach reading and to reinforce the fundamental belief that everyone can learn to read.

Forums are set up for reflection. The publication notes and workshops for experienced teachers, teachers, parents and others allow the participants to reflect upon their own experiences and share these with others.

External Evaluations. Evaluations by groups external to the school was another way schools learned about their past actions. Schools receiving grants from the government or private foundations usually have to have some kind of summative evaluation to report to the funding agency. It is questionable whether the results of the evaluation are used by the school, either for the identification of problems or for the planning of future activities. Learning to use the data to embark on new directions was often secondary to their using the data to generate more funding. Schools usually cannot affprd summative evaluations conducted by outside groups. Thus an evaluation of the school's yearly functioning is rarely performed, and the evaluations that are connected to grants are usually narrow in scope. East Town High School was one of the

* The Vermont School is a private school which has had a long association with Marian Barber.

places where three summative evaluations were conducted because of the requirements of the funding agency. According to a long-time teacher in the school, the results of the evaluations were never used by the school for the planning of activities or change in the educational program.

The University Center of the Responsive Education Program has been evaluated on many occasions by external evaluators and some studies were circulated and reviewed by the Assistors. The questions for this research were developed in collaboration with the teachers who were being studied. Some of the outside evaluations have not been shared with the Assistors by the funding agency and the reasons for this are unclear.

The Inner City Consortium employed an external evaluator to report on the activities of the school under the grant. The evaluator reported that initially he was not well received by the staff, but that the relationship improved with the passage of time. Apparently neither the school nor the Consortium utilized the results of the study in the planning of activities in the school or the strategy of the Consortium.

The FDP project in El Dorado employed Western Research Associates to conduct their end of year evaluation. Several recommendations were made regarding improving the operations of the school improvement group, e.g., addressing themselves to administrative and district level concerns, to diffusion, to making in-roads into the complex organizational structure of the high school, and to developing a stronger local image. Although the evaluation report revealed an increase in teacher participation in the project, it makes an oblique reference to the lack of impact of the school improvement group on teacher competence, job satisfaction, or on problems facing the schools. The project director, White used the evaluation in a session with her consultants as a preparation for a workshop for FDP schools (Clark, 1977).

Summary

The school assistance groups played a critical role in assisting the personnel in the schools and the parents to organize themselves, their processes and procedures, and their resources to build an on-going ability to solve problems. The school assistance groups served as beacons which emanated practice and action strategies that refocused the energy for action in the schools.

Planning and implementation were as important for the school assistance groups as they were for the schools. Those groups that executed the practice and action strategies based on an understanding of the school problems and the impact of the surrounding environment were able to adjust their activities to meet the professional and emotional needs of the school practitioners. Those groups that did not plan or implement action strategies effectively faced being discredited in the eyes of practitioners. If the school assistance group promised training, it had to produce training. If the group promised the reorganization of a system of decision making and problem solving based on the activities of special task force, the reformation had to take place. Where the reform did not take place, the school assistance group was viewed as inept and incapable of carrying out its appointed functions. Action strategies, planning and implementation activities, that are inconsistent with the practice are likely to run into trouble. Action strategies which do not take into account the supporting structures and roles both within and outside the school are also likely to run into trouble.

Clearly Communicable Action Strategies

School improvement groups that could clearly define and articulate the practice they intended to teach to the schools, the roles of the internal and external consultants, the training procedures necessary for the implementation of the practice, and the accompanying roles of school personnel were able to

build a more stable relationship with the participating schools. The Self-Improvement Project (CBEC) had to redefine itself and the meaning of the Self-Improvement process to participants. The necessity for re-definition was stimulated by the change in the model, the changeover in the project's central leadership, and the differing views of the participants. The consultants decided to print a one-page definition which was circulated among the members of the project and the schools for their review and comment. This statement was apparently helpful in clarifying and reducing differences among school participants about the nature of the Self-Improvement project.

The Inner City Consortium faced a similar problem with Southend Intermediate School. The process they were attempting to initiate among the members of the SGGG was unspecified. The role of the consultant in the school was also unclear and the subsequent negotiations attempting to clarify the role had a deleterious effect on the relationship between the school and the school improvement group. The importance of defining itself and its practice was very apparent to the Iroquois City Program for Satellite Teacher Center, where for one year the members of the Teacher Center Board were unable to define themselves or their purpose, or to communicate this to school practitioners (Sherlock, 1977). The lack of communication about the nature of the practice and its potential for the school left some practitioners asking, "What is the school improvement group doing for us besides giving us money?" The importance of clarity and mutual understanding between the school improvement group and the school was particularly critical where the school improvement group desired a "collaborative" relationship between itself and the school. Although some school improvement groups spoke of their relationships to the schools as collaborative, we have little evidence of the accuracy of these statements. More commonly, schools participated in the practice, but not in its creation, design or

execution. Some school practitioners were particularly sensitive about their role as participants and the implied collaboration, and they also questioned school improvement group operations concerning training and decision making. Practitioners were sensitive to conflict and discontinuity between the espoused theory of the school improvement group and its practice. Thus, continued acceptance of the school improvement group by school practitioners was also dependent on whether the practice met some perceived need of the school practitioner, mutual understanding of the nature, purpose and limitations of the practice, and the clarity of communication between school and school improvement group.

Modeling of action strategies by assistors for the school community members they are assisting is the primary means of communicating them clearly. School improvement group members who are well trained provide, as they work within schools, a clear model of the everyday behavioral meaning of the action strategies. Modeling gives people action strategies they can invest themselves in behaviorally. Training activities served many purposes for the school assistance groups. Information was made available, skills were transmitted, values and orientations were re-enforced, and new behaviors were developed. One of the school assistance groups explicitly used modeling as a training format. The consultants, Assistor, Improvement Coordinator and trainer served as role models for professional behavior, but more essentially, the consultant was someone who knew and could demonstrate a skill or skills for the trainee. Modeling was re-enforced by readings, reflection on personal experience, lectures, visits to other schools and research conducted by the participants. The modeling provided by these consultants was effective because of their knowledge and skill.

Because in many cases the consultant was a fellow teacher, modeling was a particularly effective technique. Teachers in the Learning Community turned to and observed the activities of the experienced Assistor, who was functioning as a master teacher for assistance in matters concerning curriculum, classroom organization and child development. Although some of the literature on change found that workshops were the least effective means of conveying information, the workshops at the University Center appear to have provided teachers with an opportunity to learn by doing and to share experiences with other teachers.

Some workshops, however, were frustrating to participants. Improvement Coordinators in the CBEC project complained that the workshops had little to do with problems in the school. Workshops appear to be useful with parents who have the opportunity to learn new skills and share experiences and problems with other parents and teachers. As Karunakaran (1977b) reports:

> Thus the school improvement group's major input into the training and educating of parents was in the pedagogical practices that the school improvement group utilized in the Learning Community program. Thus, parents, in interviews with this writer, have spoken of the fact that they were given Cuisenaire workshops to understand the new math being taught in open classrooms. Parents were invited to join teachers in reorganizing classrooms. Parents were invited to contribute "found" materials for use in their children's classrooms. In each of these activities, the pedagogical rationale was explained to parents, mainly in terms of children's growth and development. Thus, the school improvement group familiarized parents with the nits and grits of the Learning Community Program so that they could talk about it knowledgeably to other parents.

The workshops conducted by the FDP project appear to have been successful in conveying the methods of needs assessment and constitution writing. What appears to be significant about the workshops was that they offered the opportunity for teachers to share experiences and "horror stories." This sharing between the new schools and the old schools in the FDP project was adopted by the consultants to strengthen the communication between them, but it also gave support to those who were having difficulty in their schools.

Games or simulations did not appear to be an effective training method. CBEC's attempts at simulating problem solving by using problems from case studies did not evoke a positive response from participants. Workshop participants complained that the simulation was not useful because it didn't deal with the real problems faced in the school. They stated in effect that "This case study is not my problem, therefore this exercise is not relevant to what I have to face upon my return to school."

The idea of using the workshop to work on a real problem or problems of people in the school was substantiated by the seminars held in the New York Region of the DTA project. Invitations to seminars were extended to two kinds of practitioners, school practitioners (teachers) and school improvement assistants (the DTA technical assistance team members in Oakland and Chicago). Participants were most involved and excited about the discussions when their problems were discussed and alternative courses of action were presented. They were also more ready to accept the validity of the alternatives when they were convinced that the consultant, in this case a site researcher, understood the context in which they (school improvement consultants) were working (see Schensul, 1977).

The data indicate that the most effective training was face-to-face with frequent consultation on problems or interests of the client. In the settings we observed, the clients were teachers, principals and parents. For teachers, the presence of a colleague in the school who could be on call for consultation, advice and demonstration was critical. This "at elbow" consultation by a skilled person was performed by the experienced teacher, the Improvement Coordinator. Interviews with high school teachers (CBEC) revealed that the training they received from department chairmen was particularly helpful in the conduct of their work. This assistance came in the form of demonstrations, materials and critiques of observed lessons (see Sherlock and Davis, 1977).

One step removed from the almost constant presence or accessibility of the internal person, was the external person who spent a great deal of time in the schools. Assistors (REP) spent an average of two to three days in the school and were usually available to teachers and parents when the school day was finished. During the course of the year, the project experienced some cutbacks in funding. The choice had to be made about the number of days an assistor could spend in a school. The decision was made on the basis of where the presence of the assistor would yield the greatest benefit. Schools that had the greatest number of experienced teachers and schools which were just beginning Learning Community lost assistor time. The University Center was always there, however, to give service to teachers who needed it.

The Improvement Consultants (CBEC) appeared to be most effective when they were advising the Improvement coordinators on problems in the school. Improvement consultants often accompanied coordinators to meetings with the principal. Afterward, the consultants would give feedback about the meeting and about the coordinator's performance. At that time, the consultant would also give a alternative strategies for achieving the goal. Improvement consultants spent less time in those schools where the internal person was performing the duties of the coordinator without problems.

Strong, centralized and skillful leadership was important to the internal operations of the school improvement group. The Project Director was instrumental in defining, maintaining the identity of the school improvement group and the congruency between the school improvement group principles and practice, supervising the training of school improvement group members, providing inspiration, and coordinating services, strategies and activities of the group in the schools.

School improvement group leaders often served as models for members of the school improvement groups. One of the leaders was referred to as the "master teacher." One school improvement group leader could not serve as an educational model or effective coordinator of the project because of his limited experience in dealing with school problems and school practitioners. It is apparent that the leaders who efficiently executed the practice, and had knowledge of the perspectives of school practitioners, were important to the functioning of the team and the acceptance of the practice by school practitioners.

The availability and accessibility of materials provided participants with clear messages about the nature of the strategies. The use of and familiarity with materials was an essential part of the training experience. The type of materials used ranged from printed works used in settings other than the funded sites, e.g., The Handbook of Organization Development in Schools, by Schmuck and Runkel (1972) and Organizational Behavior in Schools, by Owens (1970), to materials made especially for the training experiences, e.g.. the materials which were put together by the teachers at East Town for the purposes of working on solutions to the school's problems. Some training experiences used natural materials like sand, water, plants, flour, rabbits, snakes and found materials like cloth, styrofoam, etc. Other training experiences used Cuisenaire rods to explain the new math being taught in classrooms.

Based on the materials at hand, people in the schools could direct questions for further investigation. Materials were retained for future reference and used as checks on the procedures or practices being adopted. It is apparent that some projects (schools and school improvement groups) needed to make their own materials because commercially-made materials were not adequate for the ideas that were being transmitted to participants. Recognizing this need, CBEC created a manual to explain the improvement process to users. The University

Center continues to publish curriculum materials for teachers and supervisors, interested in open education, who make use of the service.

Adaptable Action Strategies

Adapting or modifying the practice framework to the conditions prevailing in the schools was a necessary condition for the execution and acceptance of the action strategies by school practitioners. In general it is hypothesized that action strategies should be adaptable both to the contexts within the school buildings and to those in which the schools reside. They should be adaptable to both structural and processing contexts within schools. The context in which the school buildings reside can be profitably conceptualized in a number of ways including culture, economy, ecology and polity.

In some cases adaptation occured within the normal course of interaction between the school improvement group and the school. In some cases adaptability of the action strategy to the readiness of the practitioner is an explicit part of the practice framework. The Assistors (REP) traditionally anticipated variation in the way teachers adapt to Responsive Education and the practices of the Learning Community. In still other cases modification occured because of circumstances external to the school and the improvement group.

During the time of the documentation, many of the schools were experiencing crises of one sort or another: loss of fiscal resources and teachers, district mergers, and threats of major changes in educational programs. External crises such as these caused both schools and school improvement groups to accommodate by adjusting action strategies. In River City, the merger of the city district and the county system necessitated the use of many kinds of expertise to save the Washington Community School from closing. The consultant from the school improvement group laid aside his action strategy to assist in the confrontation between the county and the Washington Neighborhood School

Board. Some of the school improvement groups were helpful in offering assistance in times of crisis, seeking to maintain and preserve projects at an optimum operational level. The Assistors (REP) made decisions about how they could effectively support teachers who were being transferred from one school to another since the result was not only physical dislocation of open education teachers but their emotional disorientation as well.

The parents in Learning Community schools were also fighting with the Central Board of Education over the shortened school day. Groups of parents took over schools and kept central board officials from coming into the schools and enforcing the Board's orders. The school improvement group, the Assistors' Service (REP), was supportive to those groups expressing anger over the cuts in resources to the schools. Workshops were held about the nature of the crisis and its effects, letters were written to newspapers, Assistors adjusted their schedules in the schools to accommodate the needs of teachers, and contact was maintained with teachers who were transferred and laid off.

Practitioners appeared to have different ideas about how action would be taken in their setting. Members of the school assistance group had to adjust their action processes to accommodate the sequence of life in the schools. Although the CBEC/Self-Improvement consultants were committed to a sequential systematic planning and decision making process of about seven or eight stages, a more flexible six stage process evolved from the application of the process to the schools. The necessity of conducting improvement without the resources that had been previously provided by the Division of High Schools and CBEC also caused a change in the model and its attendant action strategies. The action strategies in the TDC project in Federal City were adapted, not only with changes in their leadership, but also when it was found that the rigid model of decison making of Management by Objectives, did not work in the real world

of schools. The Inner City Consortium is undertaking major alternations in its strategy as a result of their experience in Southend Intermediate School.

This chapter has discussed characteristics of the action strategies of nine federally funded school improvement groups. It has proposed that facilitative action strategies are based upon and consistent with a comprehensive framework for practice, and that they are clearly communicable and adaptable. The following chapter discusses action strategies which are used by school improvement groups to obtain necessary resources to accomplish their work.

CHAPTER III: ACTION STRATEGIES OF THE WORK ITSELF: ABILITY TO OBTAIN NECESSARY RESOURCES

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ACTION STRATEGIES OF THE WORK ITSELF: ABILITY TO OBTAIN NECESSARY RESOURCES

Groups facilitating school improvement are amenable to working with a variety of powerful components of the schools. In order to obtain resources such as time, space, materials, cooperation and autonomy, to make it possible to carry on a new line of work in schools, it is necessary to accomplish the following action strategies. These action strategies will be discussed using our understanding of the experiences of the nine school improvement strategies.

Competent Staff Members to Serve as Consultants to School Personnel

The NIE funded school sites were not strangers to efforts at facilitating organizational change. There was a variety of support for change in the schools. It came from innovation-minded superintendents, as in Iroquois City, El Dorado, and River City, from central and local school districts, as in New York, and from university professors, parents and businessmen. Introducing new roles or role functions, and restructuring the organization of the local schools were considered important components in facilitating change by those concerned in the early stages.

The Assistors

The Central University Assistors' Service for Responsive Education works primarily with teachers and often with parents, developing pedagogical skills.

> In performing this role, Mary Greenleaf, an assistor stated that assistors carefully placed themselves outside the directive role of supervisors within the school system. They worked to become non-judgemental, non-evaluative. Unlike supervisors their main responsibility was to establish and maintain trust with teachers (FDF, 12/9/75, p.5).

Assistors try hard not to act on behalf of the principal but on behalf of the teacher. They are also careful not to usurp the authority of the principal in the supervision of teachers. The assistor works at the school site on a regu-

lar basis. Some assistors are assigned to a school two or three days a week.

> Teachers meet individually or in groups (the corridor community) with the assistor. Assistors bring in materials, reference books for use by teachers in developing and enriching curriculum. Assistors draw on their own rich and varied experiences in their own public school teaching to help teachers in discussions of child development, prep teachers to provide curriculum experiences that are developmentally appropriate, help arrange/organize trips and festival celebrations, etc. (FDF, 12/8/75, p.2).

The assistor, a former classroom teacher, presents to teachers a role model for the professional teacher in Responsive Education. The experienced teacher is presently the closest in professional development to the assistor, although younger teachers emulate assistor's behavior too. This ladder of professional development is similar to the guild system when the artisan moved from apprentice through journeyman to master.

Assistors are accessible to all teachers, and often to parents as well. On one occasion, a teacher complained to the Project Director that Assistors were working a great deal with parents. This is, however, a natural tension in a rather complex role, because the understanding and the support of parents is a critical aspect of the Learning Community Program, so Assistors must extend their services to develop this constituency.

The Assistor works within the supportive structure of the University Center for Responsive Education at Central University:

> Integral to our support for teachers is the University Center, offering teachers, as they experience their own learning and enlarge their repertoire of understanding, the physical and psychological setting for understanding the learning process and the conditions and relationships that foster this process. All assistors use the University Center as the major supplementary support for their on-site work with teachers (Assistors' Service, n.d.).

This description of the University Center, designed to be read by teachers, emphasizes its usefulness to them. However, the University Center is a place not only for teachers but also parents, paraprofessionals, administrators and

teachers from private school systems to attend sessions. It publishes a calendar of events which circulates throughout the city and is posted on many school bulletin boards. The calendar of events can also be mailed to private persons not connected to a school for the membership fee of $3.00 per year. The Center is open all day for use by the Central University faculty, but the Assistors staff goes into action from 4:00 to 6:00 p.m. daily, allowing teachers to participate in varied activities after school. The Center also runs Saturday training sessions where parents can come with their children, or neighborhood children may come alone. During these Saturday workshops the Assistor mingles with the participants giving hints, making suggestions, forming initial contacts on developing REP classrooms. There are many manipulative materials, books, animals, plants, art supplies, etc. Those who work at the Center have the opportunity to take their work with them. Some workshops are called "make and take workshops." The themes of the workshops are built around subjects of educational importance and curriculum development (see attached schedule). Although the Center is available to others, it is primarily a teacher workshop, an unusual place where teachers can learn new things and learn about their own learning processes by "doing." Unlike the teacher center in Iroquois City, the Center offers no mini-grants for teachers. Emphasis is placed on scrounging materials whenever possible. Scrounging and adapting raw materials for educational use is a particularly useful art because in times of scarce money resources, teachers must learn to use ordinary things.

The Process Consultant

CBEC - High School Self-Improvement. The teacher coordinators (Improvement coordinators) in the Improvement project (CBEC) were trained and supported in their work in the schools by consultants of the school improvement group. The term consultant applied to four persons who assisted in the design of the pro-

ject, the technical assistance model and the training activities. Each of the consultants, with the exception of one, had a background in organizational development. Each consultant worked closely with the principal and coordinators in the eight improvement schools on implementing the improvement model in the school.

> Meadowgate asked for a definition of process consulting. Barth responded, "When we (CBEC consultants) do process consulting we mean trying to be helpful in the six phases of the improvement process: entry, diagnosis, planning, implementation and evaluation and research and development. We don't get involved in the content of what the school should do" (FDF, 3/30/76).

Unlike the pedagogical consultant (the Assistor), Improvement consultants were only concerned with teaching a process. The content of the educational experience was left up to the school. Consultants reviewed improvement plans with the principal and the coordinator, clarified the coordinator's role with the principal, discussed the progress of individual projects, listened to the principal's suggestions for the spread of the model into various areas of the school, kept the principal informed of decisions and resource allocations at the central board, prepared the teacher coordinator for meetings with the principal and the cabinet, served as a resource for individual faculty members during the planning and implementation of curriculum projects and programs, provided the coordinator with an assessment of the progress of meetings, suggested candidates, and assisted and trained coordinators in using survey feedback for evaluating the progress of renewal in the school.

Another external support structure of the Self-Improvement project was the Professional Development Group that was not wholly outside the school system. The committee was composed of school improvement consultants and members of the bureaucracy at the central board. The purpose of the team was <u>not</u> to give school practitioners teaching skills, but to facilitate the growth of the

model of problem solving. This group organized workshops, designed training activities similar to those of Schmuck and Runkel, (i.e. training the organizations' sub-systems rather than working with individuals; training in communication skills, training in group problem solving) and developed sequences of experimental training that moved from simulations to working on real school issues. Although the Professional Development Group started out developing the skills of coordinators, the new consultants, Barth, Storey, and Bishop altered their focus of training to the principal and his cabinet. There was no center (central place) for these activities other than the three-day workshop held at Saddleback College for which the participants received credit in a course in Advanced Educational Administration.

External Sources of Support for the School Improvement Group

Affiliation with groups external to the school, thus broadening the base of support available to the school improvement group, was a major activity of some school improvement group directors. Building networks enlisted persons who would support and advocate the educational practice to educational decision makers, i.e. central board or school board officials. Community elites who had access to networks of their own intervened in times of crisis. These persons knew prominent politicos who could exert pressure from the "clubhouse" to protect the educational program the school improvement group had instituted in the school.

Many school improvement group directors were very skillful politicians. Although our Documentation Team had some difficulty in observing the activities of the directors when they were acting as networking agents, we know that school improvement group directors have established contacts with persons in the local educational bureaucracy, government funding agencies and philanthropic groups, editors of educational publications, universities, local and national politicians, research institutes, parent groups, etc.

These local elites also knew persons in agencies who would either fund proposals or give grants. Parents of children attending the local school were encouraged by some school improvement group leaders to explore courses of action regarding crises in the schools. The school improvement groups provided an analysis of the situation as well as important information needed to assist parents in deciding upon courses of action.

Although universities played a rather passive (if not non-existent) role in many school improvement groups during the course of our documentation, the skill of one school improvement group leader in involving a prominent university in the problem solving of schools was impressive. For this school improvement group (REP) the university provided space, legitimacy, the availability of expertise when needed, granting of credits for pre-service training, a non-punitive learning atmosphere, and insulation from community power plays. This affiliation with the university was a quid pro quo. The university benefited from having a nationally known project on its grounds and a laboratory that its faculty could use for teacher training activities. This mutually beneficial relationship was actively cultivated by the director of the school improvement group who was also a member of the university staff. In other school improvement groups, some attempts to include a university in its operations were not as successful and amounted in many cases to the university's simply granting credit to school practitioners who took part in workshops. This appears to be a minimal level of affiliation for a university. This network of supporting friends was called upon to assist in obtaining funds and knowledge not already in the group and to provide protection from hostile forces.

The school improvement groups were established agents of change before receiving the grant for the NIE problem solving group. Some had been working in schools for some time under other grants. One was an extension of the work

of a district office and another was an offshoot of a well established teacher center. Two were very well connected politically. One had a political base composed of community elites, and the other was part of the business establishment. NCEI's East Town H.S. connection with a group of community elites served it well during the beginning of the school but failure to establish connections with the indigenious political groups of the Eastown community was a serious miscalculation in the broadening of its political base for future survival. CBEC's connection with the business community had given it repeated access to the city's educational bureaucracy, the Board of Education. The access to the Central Board was part of a fairly long-term but periodic association built around feasibility studies aimed at promoting efficiency of the Central Board and a previous change program in the schools. This long-term connection with the powers at the board made support for the program with the central powers relatively easy.

Another school improvement group gained entry into the school through connections with a university, from student teachers who were sent into the schools, and from the support and urgings of parents who sought out the director, Marian Barber because they wanted responsive education in their schools. The years of working directly with teachers, children and parents, the gradual but steady growth of learning communities, the acknowledged experience and leadership of the director in the field of elementary education, the establishment of the University Center as a place for teachers to learn new skills, the accessibility of a cadre of trained teachers to help train less experienced teachers in the practice of Responsive Education, and the fact that the educational practice has made demonstrable changes in the schools, have all led to the repeated entry of the group into new classrooms and new schools.

Gaining entry into the schools with the assistance and support of parents assumes a rather organized community that is able to impose its will or influence on school officials. This kind of entry is more of the bottom-up variety. The parents and teachers were the catalysts in engaging the services of the school improvement group. All that was needed from the principal (district officials were not involved in the beginning) was tacit permission to enter the school. In some cases, permission did not include cooperation. Some principals had to be shown by demonstration that the practice could make a difference in the school. Demonstration activities were set up which teachers and principals could observe. Gradually, adoption began and the restructuring of the educational set-up occurred.

Thus, some school improvement groups entered the educational system because their message or practice was precisely what some powerful individual wanted. Congruence between the school improvement groups' practice and what the school wanted to hear was a powerful factor in gaining entry and acceptance. The school improvement group was a fountain of information and knowledge which the school did not possess, but wanted. Those school improvement groups that entered the school with bureaucratic support or by some agreement (e.g. El Dorado and River City superintendents supported and cooperated with the school improvement group's entry into schools) may have benefitted by the ease with which this top-down process assisted in entry. In some cases, however this form of introduction generated some hostility from principals who claimed that they were not consulted in the selection process, and their selection by the superintendent implied that their schools were failures. With the success of the school improvement group established, the need for top-down selection and entry exists no longer. Principals are requesting that the school improvement group enter the school.

Some school improvement groups had the added advantage and reputation of being able to generate funds. CBEC, the Inner City Consortium, REP, and NCEI were well connected to private philanthropic business and government agencies. The ability of the directors of these projects and/or their staffs to write and receive grants to perpetuate their own existence and to make funds or materials available to the schools was an important factor in the entry of the school improvement group.

Experience and longevity in rendering assistance to schools, political allies in high and low places, having an established educational practice, congruence between the school improvement group's practice and practitioner desires, possessing the ability to acquire funding and dispense resources to the schools, the accessibility of the school improvement group staff and director to the school constituents, not only made the school improvement group authentic in the schools, but also these same factors provided the school improvement group with the visibility and relatively high status necessary to secure its own existence and reputation.

Recruiting and Working with some Person(s) or Group(s) within the School Which Become(s) Responsible for the School Improvement Process

The Internal Organizational Consultant

The School Self-Improvement project (a school improvement group sponsored by the Coalition for Business and Education Collaboration of New York) noted that school administrators responded to school management in terms of crisis management. High school administrators were unsuccessful in meeting the educational needs of the changing urban school population in terms of the efficient management of resources both human and material. Consequently, the school improvement project devoted their unified efforts to the creation of the

role of an internal change agent, the Improvement Coordinator, for the school. Although the role was a complex one, as described in the role description (see appendix), some functions of the role are important to note:

1. The internal agent was the initiator and coordinator for planning the school assessment of school problems.
2. The internal agent was the problem solver and negotiator for the implementation of teacher originated curriculum projects to address the educational problem of students.
3. The internal agent was the leader of a sub-structure in the school devoted to developing school-wide plans for change.
4. The internal agent was a catalyst for the involvement of other departments of the school in the change process.
5. The internal agent was an example that efforts to promote systematic planning in the school could have success.

Experienced Teacher (Assistors REP)

In contrast to the planning and management specialist who serves the central administrative structure is the internal agent who serves in the capacity of an "experienced teacher." The Learning Community project identified the critical problems of the elementary school as the isolation of teachers within their classrooms and the lack of positive educational experiences for children. This isolation limited the teachers' ability to learn and grow in their profession. The "experienced teacher" concept and restructuring of classrooms into corridor communities would create a sustained ability for school personnel to continue professional growth through the sharing of skills and experiences.

The term "experienced teachers" carried with it the connotation of expertise, creativity in educational approaches, versatility and an awareness and

sensitivity to the needs and strengths of children. As Karunakaran (1977a) reports:

> The experienced teacher is an individual who is responsive to the needs of children and has developed over several years of practice as a responsive education teacher a complex understanding and appreciation of children's needs; who is able to analyze and reflect upon their own teaching process, is able to relate to the needs of other teachers, is conscious of and accepting of the stresses and strains of working in public education but also appreciative of the rewards of working in public education.

The experienced teacher learns even more through their apprentice relationship with an assistor (external consultant) and adopts the attitudes and habits of an assistor. Experienced teachers are aware of the role that they are playing as exemplified in the following examples from Karunakaran (1977a):

> I got to school very early in the morning and they (new teachers) would come up into my room at a quarter to eight, after I had set up my room, and we would talk. I would give them little ideas about how to set up a classroom, how to plan a day...

The experienced teacher is also non-judgmental about other teachers and their ability to grow.

> I used to be very judgmental about other teachers. A teacher was either good or bad. This or that class was either open or closed. The demarcation lines were very rigid. But I have grown tremendously. I just have a better sense of time--that people take time to develop (Karunakaran, 1977a, p. 23-24).

The gradual development for the role of the experienced teacher was explained within the context of several supporting structures which would sustain the experienced teacher. These sustaining structures would be useful only when the experienced teachers had developed understanding, gained confidence and expanded their expertise and resources.

> ...We believe that with the institutionalization of the University Center (which happened in 1970) at Central University as a support base and within the supporting structure of the Learning Community, experienced teachers could work with principals, parents, paraprofessionals and other teachers to provide the rich and nurturing developmental environment vital to children's growth.

> This of course could happen only after our highly developed Learning Community schools could prove that change is possible within the New York public schools. It could only happen when experienced teachers having developed depth of understanding and having expanded their resources, gained the confidence that they were capable not only of maintaining the changes made in their schools, but also of stimulating further development of other teachers (Center for New Schools, n.d.)

Special Teacher Roles

The School 1 (modified Learning Community school) in Iroquois City, provided a unique opportunity for a teacher in the creation of a role of coordinator for the volunteer program. This teacher is released from teaching duties to interview prospective volunteers, assess their skills and why they have volunteered, assign the volunteer to a teacher, and maintain contact with universities and service organizations to bring resources into the school. This teacher also works as a math consultant with some of the families. Apparently this teacher is the focal point for resource gathering, both material and human. Centralizing this function in an individual, particularly a teacher, releases the burden for individual resource gathering from teachers and administrators, centralizes and coordinates resource needs and allocation, and maintains an open channel to the outside world for information and services.

Teaching Teams and their Leaders

In each of the projects (S.T.C. - Iroquois City - School 1, El Dorado High School - FDP, and Southend Intermediate School - Inner City Consortium) the entire school was restructured into smaller units: families, pods and mini-schools. This was not the gradual coming together of the Learning community, but the deliberate sub-structuring of the faculty and students.

In the modified Learning Community school in Iroquois City, teachers and students are subdivided into families. Each family is lead by a team leader. Families make decisions over educational activities, the curriculum and the

allocation of resources for materials. The teachers in the family appear to be a closely knit group, reaching decisions by consensus and spending more time together than is usual for teachers, meeting with each other and in the family to discuss issues. This closeness appears to be the result of frequent meetings, a means of decision making that reduces conflict (five finger vote) and autonomy over areas of decision making which are critical to the teaching or family unit. At this point, the role of the team leader within the structure is not clear other than that team leaders are more experienced teachers, acting more as facilitators than supervisors. They form the basis of the administrative team for entire schools, bring issues that cannot be solved in the families to the entire school.

Teachers as Policy Makers

FDP - El Dorado (3). Teacher involvement was initiated in the El Dorado school district prior to the funding of the Faculty Development Project. Negotiations in the spring of 1974 between the El Dorado Teachers Association and the school district produced the following policy statement:

> Each school may elect a faculty advisory council. The faculty council may develop its own constitution by-laws and/or standing rules by which they will operate. Such a council should foster mutual communication and material effort aimed at enhancing the common good of the school (Clark, 1977, p. 15).

The district policy set the stage for members of the teacher association to develop the capacities of these councils into permanent structures in the schools. Obviously teachers felt they had valuable insights into how schools should be operated and the establishment of a decentralized decision making system caused them to expect to play a role in school decision making. In addition, some schools had experienced a rapid turnover of administrators. Because teachers seemed to have more longevity with schools than principals,

institutionalizing their decision making powers in constitutions would ensure some stability against the uncertainty of policy implementation generated by new school administrators. Teachers viewed the creation of constitutions and faculty senates as a way of gaining control over school policy that influenced their professional lives. Therefore new roles and processes had to be created or the functions of old structures modified if the program of teacher involvement was to succeed.

Normally, teachers are considered instructional agents, not managerial consultants, trainers or educational decision makers. Often teachers have precious little decision making power over the activities and curriculum taught in their classrooms, much less involvement in the making of charters that would effect patterns and processes of decision making in the entire school. Militant unionism has been an effective way for teachers to gain control over wages, hours and benefits but these contract negotiations have only reluctantly included issues such as in-service training, teacher assignment and schedules, student discipline and curriculum matters. It is apparent from two of the published constitutions that teachers were vitally concerned about these issues and desired the district to agree that they had a <u>right</u> to a voice in decisions made in these areas. (See appendix for a copy of the constitution.) Teacher leaders were identified in each school who became known as the "triad". The triad in the El Dorado Faculty Development Project was a group of three teachers in a school who would be responsible for conducting an assessment of the school's problems, writing a constitution, getting the constitution accepted by the faculty and involving other faculty members in the operation of the governance

mechanism. The triad would be a repository of skills to diagnose the needs of the organization, set priorities for action and solve problems until the process was adopted by faculty senates or committees.

Southend Intermediate School - Inner City Consortium (2)

The School Growth Guide Group of Southend is another type of governance structure for the school. Unlike the faculty councils in El Dorado which state in their constitution, "The relationship of the school faculty to the administration shall be a collaborative one. The faculty shall participate in the process of consensus on decisions affecting the management of the school program," (Constitution for Teacher Involvement in local school decisions, Hester Elementary School, p. 1.) the SGGG was advisory to the principal in school matters. The principal remained the responsible agent for the administration of the school and final decision maker. The SGGG did monitor and allocate all grants received by the school, but their decision making powers did not extend beyond this function. The chairman of the SGGG was not in the same role as the internal change agent in the improvement schools. His official role appeared only to be as the moderator of meetings. His unofficial role, as was the unofficial role of key members of the SGGG, was as confident to the principal. This informal cadre was legitimized as a formal advisory structure to the principal.

The SGGG was different from EDP in another respect. Parents and students were members of the SGGG. The parent and student members appeared to have been overshadowed by the teachers who did not outnumber parent members but were more knowledgeable about curriculum programs and the kinds of educational activities being implemented under the grant.

The data indicate that some of the school improvement groups concentrated on establishing agents of change in the school who would concentrate on developing planning and teaching skills. Other school improvement groups considered these roles secondary to the development of internal agents who would stimulate other teachers involvement in making policy decisions for the resolution of problems. The Faculty Development Program and the Southend/ Inner City Consortuim Project were examples of this strategy. Apparently many technical groups and schools considered the presence of a faculty member, preferably an experienced teacher who would take the responsibility for coordinating problem-solving activities, a critical link in the institutionalization of problem-solving functions in the school.

Becoming Embedded in a Powerful Supporting Structure Within the School Including, but not Exclusively, the Principal

Facilitators Other Than the Principal

CBEC/High School Self-Improvement (1). The improvement coordinator functioned within a structure designed to stimulate appropriate and effective responses to school problems. The substructures for stimulating internal change were called Improvement Committees. Initially, committees were devoted to the identification and prioritizing of school-wide problems. These committees were composed of parent representatives, teachers and administrators. With the assistance of outside consultants, Improvement Committees, functioning under the leadership of the improvement coordinators, identified school problems, set priorities, studied and developed instructional programs to address the identified student problems, allocated resources for the imple-

mentation of programs (teachers, time and money for equipment) and finally, evaluated the educational programs. Programs that met their goals and demonstrated that they had made an impact on the identified problems (student alienation, student attendance, poor reading and math scores) were adopted for use in the "regular" school curriculum. These programs were then funded by tax levy resources. Those programs which did not meet their stated goals were eliminated. (The teacher unit rated programs were experimental and funded by the NIE grant. Teachers received from $300-$2,000.00 to carry out programs. Once the programs were evaluated and adopted into the regular school curriculum, they were funded out of the school's regular budget allocation.) Although the school improvement group considered the incorporation of a systematic planning process into deliberations of school programs, the teachers on the committees considered the content of the experimental programs important vehicles to combat the school's failure to generate programs which would reduce student alienation and ameliorate some of the academic deficiencies of students. Thus the improvement committees were structures in the school which, for the first time, used public and systematic techniques to plan and implement new courses of action for a portion of the faculty who were voluntarily involved in the project. Once these motivated people proved that change could occur in the schools, even in a portion of the school, the outside consultants, with the assistant of the Improvement Coordinator, sought to provide similar training in systematic problem solving to the formal decision making structure of the school, the principal's cabinet. Hereafter, the agents responsible for on-going and sustained problem solving would be the principal and the cabinet. Adopting a systematic planning process would presumably change the norms of this group from the management of crisis to systematic identification of

problems and implementation of solutions.

For some of the coordinators, the role of internal change agent created conflicts with the school organization. Two coordinators commented on the concept of their roles as that of a change agent:

> There are flareups because of the change agent role. There is flack and pressure because of the role.
>
> I'm concerned with efficiency of the agent role. We are dealing with an inertia that exists in schools (Davis, FDF).

The situation of role conflict was accentuated by the fact that some principals took a laissez faire attitude toward supporting change leaving the major responsibility for improvement efforts up to the coordinator. The problem of role conflict was specifically addressed by the school improvement group in the description of the coordinator's role. This role description included ideas proposed by coordinators and was reviewed by coordinators before being included in the NIE Phase II proposal. Apparently each coordinator worked out their own level of comfort within the situation. At this time, it is impossible to determine if the Self-Improvement committees will remain in operation after the NIE funds are terminated. It appears that in some of the participating schools, the emphasis of the school improvement group on training the cabinet in the systematic planning process may fortell the end of the broader based committees. The role of the internal change agent, however, could be maintained as an important component in the ability of a school to continue the process of change. With the cooperation of the principal, released time could be allocated to such a person to act in the role of an internal management consultant to the principal and the cabinet.

The Learning Community - Responsive Education Program (8)

> We made a projection of what was not possible organizationally, and what might become possible organizationally. This (the Learning

> Community) indeed was what had not been done. The child development theory certainly existed. But the question was, do you continue to accept that framework, that organization, that whole class structure, the isolation of the teacher, the homogeneous grouping, the tremendous size of the school as not revisable? If you accept those as givens then you cannot crack through it. It's very very difficult. This teacher or that teacher may have done it a little bit. Instead you say, well, given this view of children and the commitment to every child, you have to crack through that homogeneous structure, you have to crack through the isolation of the teacher (Statement made by Program's Founder, Marian Barber).

The Learning community is composed of four or five classrooms located along a hallway or corridor. It developed gradually out of the desire of teachers to work in proximity with one another. The hall provides a common space for teachers and students to "connect" with each other, the physical base for the community a common space for action and a common meeting ground or arena for parents, teachers and students. The classes along the hall or in the corridor may range from kindergarten through the sixth grade. Although classes are mixed, there are efforts to locate grades which have a lesser age gap between them closer together. For example, third and fourth and fifth grades are more likely to be next to each other rather than a kindergarten and the sixth grade. The doors to classrooms are usually open onto the corridor. Teachers and students freely move in and out of each other's classrooms, and from the classroom to the hall. The corridor is not a barren place. It is clearly an extension of the activities of the classroom. Children work in the corridors. Teachers set up schedules for children's participation in corridor activities. They read, paint, color, write poems, hammer, nail, etc. These activities are often under the assisting and watchful eyes of parents who volunteer to work with children in the corridors, or assistors who demonstrate activities, or other older children who help the younger ones. The corridor replicates the community of the outer

world where people, adults and children, interact and learn from each other. There is a marked difference in the level of communication and interaction of children and adults in learning community schools and adults and children in traditional schools where halls are barren and classroom doors are closed, sometimes locked. This learning community assumes, even promotes, a high degree of autonomy, personal decision making and sharing among both teachers and children.

The corridor is the supporting organizational structure for the experienced teacher. Since the experienced teacher is in a nonsupervisory or collegial relationship with other teachers, the community offers opportunities for informal and formal (workshops and meetings) sharing of skills and ideas, the non-threatening observation of teachers' work by other teachers, and the observation of classroom activities by children who often carry messages about what is going on in other classrooms. This structure may be more compatible with children who need more space than simply the four walls of a classroom from nine to three. Certainly many teachers equipped to exist in the structure find it promotes freedom of movement for them as well as for the children. The community also provides the Assistor (the external consultant) with an identifiable group with which to work. Identification with the entire school unit often forces the facilitator to deal with administrators who are the central coordinators of the structure. Restructuring the school into smaller parts enables the Advisor to work with and build a peer group which will support and maintain further growth in her absence.

Southend I.S. - Inner City Consortium (2). The mini-school structure at Southend in New York was the theoretical basis for the substructuring of the school. In reality, the mini-school operated as an organizational sub-structure and administrative device without a specific pedagogical purpose. The team structure provided pedagogical purposes. By reason of some teams' interest in creating new curriculum, instructional diversity was created. The

teams created programs in the area of environmental studies, e.g., the waterfront project, horticulture, space design and animal laboratory and housing. However, the instructional programs initiated by the teams have not survived after a year nor was the curriculum developed by the teams adopted by the rest of the school.

The Principal: Internal Facilitator of Problem Solving

The administrators of schools are the designated distributors and allocators of resources in the school. They have responsibility for coordinating the many activities required to implement the teaching function, i.e., goal determination, curriculum planning, personnel selection and supervision, organization of students into instructional groupings, provisions for physical facilities and the maintenance of those facilities, fiscal management and accounting or reporting to the public (Campbell, et al., 1970, p. 241). Although line administrators in some of the posts in schools have become specialists, the principal is expected to be a generalist. As such, they may have a serious lack of expertise in content areas. The energy that it takes to coordinate the functions of the school may leave precious little time for development of administrator-scholars. Campbell, et al. make the point that the lack of content expertise may be mediated by many specialists in schools, and the competence of the administrators may be found in the fact that they are generalists: "His capacity to see the organization as a whole, to relate the organization to the large society, and to give direction to the organization are the very essence of his expertise" (p. 243). With the expansion of knowledge, the increasing complexity of schooling and the unique problems facing urban schools, principals must perform the role of generalist with increasing efficiency. As a generalist, the principal must balance the operations of the school organiza-

tion in three spheres: the pedagogical, the managerial and political. Not to do so is to court disaster. Less adept principals lack expertise in one, two or all three of these spheres. It is a rare principal that has equal abilitities in all three areas.

Although each of the school improvement groups adopted different strategies in their dealings with the principal, they all recognized the importance of the position (there was an expectation that the principal could and did exercise organizational power). The more efficient management strategies confronted the hierarchical organization of the school directly. Recognizing that the principal could exercise power over the internal organizational patterns of the school, they sought to alter the principal's mode of operation (role behaviors), while embedding the new role behaviors in supporting organizing structures. An important objective appeared to be to have the principal exercise a facilitator role in problem solving. Finding a locus in the organizational structure for the principal to exercise the "new" behavior (role) may have been based on the following assumptions or realizations: the principal alone cannot change the problem solving patterns in a school and principals will cease to exercise new role behaviors if these behaviors go unsupported by members of the administrative team or by the faculty. Because of the limitations inherent in total and sudden structural re-organization, the incremental creation of internal organizational structures allowed the principal to become proactive rather than reactive in dealing with the problems facing the school.

Those school improvement groups that went around the principal and directly to teachers and parents decided to build an educational setting and program that the principal could not help but support. Even here, administrators were

not ignored for long. Principals were encountered indirectly. Other school improvement groups that worked directly with teachers (FDP) discovered that including administrators in their strategy could smooth the way for the acceptance of the constitutions. In addition, they found that administrators had developed some expertise in the workings of the school system that was valuable to teachers, and that anxiety on the part of some teachers was reduced if administrators were included in the process as collaborators and not as adversaries.

Principals as Allocators of Resources both Human and Material. Principals have the final decision making power over the allocation of resources for a school building. For the problem solving principal, flexibility of the use of resources is critical. Many principals have allocated the time in the school to accommodate the various activities involved in problem solving. They have scheduled the school day to allow teachers time to meet to discuss problems and invent solutions, e.g., common prep periods or approval of allocations for released time. The released time positions are "purchased" with the NIE grant or bestowed upon the school by the administrative hierarchy for teachers to work on special projects in school. In most of these allocations of time positions, teacher time was being reallocated to give more in-school time for teachers to legitimately devote to problem solving activities.

Some principals have been very resourceful in obtaining these positions under federal grants, others have exchanged positions allocated for assistant principals for teachers and paraprofessionals. Because administrative positions are more expensive, some principals decided to trade them for less expensive teaching and paraprofessional positions, e.g., one and a half teaching positions equals one assistant principal. There is apparently more flexibility for the

reallocation of human resources within the school than many principals are willing to admit or know how to use.

Re-allocation of Space. Principals have provided space or classrooms within the building for the use of parents and teachers, e.g., teacher and parent resource rooms, family rooms, etc. The allocation of space for these functions is made possible in part by the declining enrollment in cities. Projects other than the NIE-funded groups have been using space in some buildings as a result of the principal's decision. Principals have also reallocated teacher classrooms for those teachers who want to work together as a community.

In schools attempting problem solving activities, principals give people space. Many of the internal rules of control of students and faculty are relaxed to allow freedom of movement and social interaction. Children can move about the halls or move freely from classroom to classroom without passes. Freedom of movement for teachers and students within the framework of a learning activity is encouraged, not discouraged. "Wandering" as a discipline problem is absent from the vocabularies of teachers in such schools.

The term "wandering" was introduced to me during a visit by some teachers and parents from another school improvement group site. "Wandering" is a discipline problem where children apparently move about the building without a purposeful educational activity. During an interview with one of the Learning Community Assistors, "wandering" was mentioned as a serious problem. The concept of "wandering"was unknown in Learning Community. Children left the classroom with a purpose, either one designed by the teacher or one of the child's design.

Principals in the role of facilitators of problem solving activities have given individuals and groups (teachers and parents) "space" to initiate and im-

plement programs. They have loosened their control over certain activities, in order to allow teachers to exercise more autonomy and creativity. The autonomy does not appear to be given lightly. Principals bestow professional decision making on teachers and parents groups they consider "competent" to exercise autonomous functions.

Principals Re-organize Organizational Structure. In some of the funded schools, the principal was instrumental in creating or allowing the creation of temporary and permanent organizational structures that would serve as the loci of problem solving activities. In some cases the principal simply utilized a structure which was sanctioned by a higher authority. Other principals adopted the experimental structures of the school improvement group as useful in assisting in the problem solving process. The principal was the key to the creation and continued existence of internal school structures whether temporary or permanent organizational structures. Allowing physical space and time for the operation of these structures was a critical aspect of their creation. In one school a group of parents wanted to start a voluntary parent run corridor. Here the principal was an impediment because he put obstacles in their path and did not assist them in their quest for the corridor. The parents countered each of his objections with a workable alternative. Because of the apparent strength of these parents their objectives were realized. The principal's initial cooperation would have been much more helpful in achieving their goals than his objections.

The Principal as Initiator and Implementor. Some of the principals in the funded sites could be described as the driving force behind their schools: getting others to write proposals for funding with federal, state, local and pri-

vate agencies, initiating strategies for school survival; identifying teaching personnel for leadership and training (East Town, Southend); negotiating with members of the school's internal bureaucracy (department chairmen) for the implementation of experimental programs (CBEC); training members of committees to take on new roles (Washington); and finally taking on such new roles for themselves (initiating self-learning) and mediation, planning, and the coordination of pedagogical functions in the school. Initiation and implementation must be integrated functions. Although one does not expect the principals to implement all of the ideas they initiate, a fairly significant number of initiatives must be implemented in order to maintain the confidence of the faculty and parents. Some of the principals in the study were initiators of actions but unfortunately were not implementors of those actions. Where there was a lack of implementation of initiatives, the morale of the staff (teachers and parents) was in jeopardy and the enterprise was viewed by other actors as less than an organizational success. As one of the DTA site researchers has noted:

> The principal in these schools, plays a major role in creating receptivity on the part of the school to outside information, as well as actively seeking outside resources. At the very least, all of these principals give tacit permission for introduction of information and personnel from the outside. In some cases they may not actively work to draw outside resources into the schools, but they do not oppose for example, the efforts of the Learning Community Assistor in bringing into the schools information about innovative efforts as well as persons engaged in innovation.
>
> While this tacit permission falls far short of commitment on the part of the principal to exposing his school to outside information, it is still a sufficient condition for the introduction of outside information. In one school, for example, the principal has acceded to parent pressure to permit outside consultants and volunteers including the Learning Program Assistor, to work in his school's Learning Community Program. In another school, the principal initially permitted and later supported the work of a talented volunteer teacher as she helped parents and teachers

> to develop curriculum activities and establish resource rooms. One principal is deeply committed and intensely active in drawing a variety of resources into the school, on his own initiative and is supportive of parents and teachers when they do the same. He accomplishes this by attending meetings of foundations involved in supporting activities in the schools, by maintaining contacts with colleges and universities in the area, by attending and participating in national meetings on curriculum and school improvement, by encouraging visitors, etc. This particular principal's interest in outside information is seen as an important factor in drawing a steady stream of additional resources into the school, in terms of money, information and personnel (Karunakaran, 1977c, p. 7-8).

The Principal: The Juggler of External Forces: Politics of Leadership*

Some proponents of educational improvement in schools have placed an inordinate amount of the burden on the principal. In addition to the traditional expectations for managing or administering the staff and physical plant, the principal is often viewed as a key decision maker in all problem resolution. More recent studies of the principals' role in schools have taken the position that they are victims of the educational system and any expectation of the principal as "change agent" is unrealistic (Baehr, 1974). While this writer recognizes the limitations imposed on principals who attempt to restructure or change their schools, it is hard to accept the view that the principal is unable to exercise any control over the forces impinging on the operations of the school. The research of the present DTA project has documented some of the activities and functions principals have undertaken as part of an expansion or modification of their role, facilitating the problem solving efforts in their schools.

Some principals are very adept at manipulating the external relations of the school. In several of the NIE-funded sites, principals have been important

* A more complete discussion of the principal's role in facilitating the capacity for problem solving will be in Lynch and Lenoir (1977).

functionaries in managing and coordinating strategies and supports for the school in times of crisis. These crisis management skills and manipulation of external forces were, in our opinion, an extension of the political role and skills that many principals exercise in the course of their normal relations with schools, districts and other public institutions.

IEC/Washington Community School - River City (6). Ned Winter, principal of the Washington school in River City, successfully managed the external forces impinging on the school. He conceived, coordinated the strategies for, and directed the activities of the Washington Neighborhood School Board (a group of parents), to resist the incursions of the school board to close the school.

> During this period of time, Ned Winter spent a great deal of time identifying and checking alternative resources and courses of action; only a certain amount of this information was presented to the Board as alternative courses of action or as information to consider in reaching decisions. Also, Dr. Winter had a strong hand in determining who was assigned to what task. When the cost of error is high, it appears that selection and coaching become important methods of increasing desired behavior on the part of Board members (Brown, 1977a, p. 6).

Winter organized arenas for politicians to hear the Washington story. Members of the mayor's office and the state legislature acted as lobbyists for the maintenance of the school. Sympathetic members of the local school board were contacted. Alliances were made with community groups who had formerly been antagonistic to the Washington Neighborhood school. Communications were opened with these groups. Phone-ins to television and radio stations were staged to enlist the support of the mass media and to get out the word on Washington's fight with the Jackson County School Board. Legal counsel was employed to assist in the formulation of a court action and necessary legal memoranda to support the maintenance of the school. This multi-faceted operation was "masterminded" by the principal who enlisted the aid of the members of the WNSB

and the school improvement group consultants.

> Pearl Munroe (parent) and Ned Winter (Principal) reviewed several possible future events. (a) An administrative assistant to the governor would be coming the next day to talk about taking the community school proposal directly to the governor. (b) Mike Carrington will come in or contact Winter on Thursday about advisory role in a possible law suit. He can only explain legal rights. We may be able to postpone the note. (c) The Board wants us to take over the school building. If that occurs, NIE may withdraw funds from JCBE and give to WNSB. This would not only benefit us economically but would be fantastic publicity. (d) I have contacted a lot of people throughout the country who know us to write letters and seek funds for us (Brown, FDF, 4/5/76).

In this effort to save the school, the principal placed himself squarely on the side of the community. His position as the coordinator of efforts to keep the school open against the wishes of the JCSB (Jackson County School Board) was a risky political business. Principals usually align themselves with the school board. Brown (1977a) reports:

> Winter said one thing we have on our side is that the JCSB will expect me to be on their side. Thus they will expect us to just keep the community pacified.

This was an expression of a fundamental role shift, due in large measure to skillfully adopting a political role, having a base of support in the WNSB, the necessity of managing the external forces, and enlisting the aid of the boarder community in keeping the school open. This was a change from the employee/employer relationship to a recognition of leadership responsibility to the external community.

Southend I.S. - Inner City Consortium (2). Abe Plotnikov began as an assistant principal at Southend Intermediate School. He was the supervisor of a mini-school which operated for almost two years without interference from the principal. When the principal began to object to the existence of the mini-school, Plotnikov and the group of teachers staffing the mini-school decided to enlist the aid of three parents to support the mini-school idea. In order to secure

the existence of the "experiment", Plotnikov, the teachers, and the parents decided to run candidates for the local school board and won. Following the resignation of the principal, Plotnikov was appointed to the principalship of Southend. Since this major effort to enlist parents in the political crisis of the school, Plotnikov has kept lines of communication open to the parent community.

Indirectly, the NIE grant had served to maintain an external role for the principal with parents, the district, and funding sources. The principal has involved key parents in the negotiations of the NIE grant with district officials, enlisted the assistance of key parents in dealing with a problem of the widening division between the Black and Puerto Rican parents in the school and asked for this same parent support and assistance in mediating a dispute between the funding source (Inner City Consortium) and the school.

Through informal relationships with school board members, the principal has managed to keep relations with the district cordial and beneficial to the school. Nevertheless with declining student enrollment, the school is in danger of closing. Two members of the local school board were instrumental in protecting the school from closing, with one board member suggesting to the principal that he request an additional grade to keep enrollment up. Although the school only received one class, altered feeder patterns (district zoning regulations) have been helpful in raising the student enrollment. Cooperation and support of local board friends have assured the existence of the school for at least one more year.

The mention of friends on the local board and their support in keeping the school open is not meant to imply that relationships with the district were not without stresses and strains. The principal was very sensitive to the district's gaining control over the internal teacher resource center. He felt

that the decision making power over the resource center should remain in the hands of the SGGG. He also felt that there was a danger in collaboration with the district over dissemination of the gains at Southend Intermediate School.

> The district will try to take over the grant...collaboration must be a process that the SGGG will develop with the district. This district must have faith in the fact that we want to interface (Rivera and Montesano, 1977, p. 16).

In gaining district support in areas and on issues which he perceived to be beneficial to the maintenance of the school and the "unique" educational program while protecting the autonomy of the school from district incursions, he was doing a political juggling act of building beneficial alliances with the local school district and maintaining the independence of the school. Thus, the political juggling of district relationships allowed him to protect the school's resources, and maintain a firm grip on his own authority as principal.

In performing their entrepreneurial role in seeking resources for the school, principals are usually cautious about relinquishing control over the governance of the school in exchange for assistance and funding. The relations with the funding sources have to protect the autonomy of the school and maintain the principals authority in decision making.

The action strategies discussed in this chapter are variously successful in obtaining necessary resources for accomplishing the goals of school improvement groups and school community members. We will continue to work to understand these internal and external school processes. In the next chapter the focus will be upon the complementary process of training people in the skills of the action strategies of school improvement groups.

CHAPTER IV: TRAINING PEOPLE IN THE SKILLS OF THE ACTION STRATEGIES

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TRAINING PEOPLE IN THE SKILLS OF THE ACTION STRATEGIES

The action strategies are carried out by training people in the school(s) and within the school improvement groups themselves in the skills necessary to facilitate the improvements needed within the schools. First, this section will describe the importance of developing skills as an action strategy. Then, it will discuss the central strategy of training. It will conclude with a description of how people move from practicing the skills of the action strategy to learning the practice framework.

Importance of Developing Skills as an Action Strategy

Developing skills on the part of school personnel was an essential component of the strategies of the school improvement groups. The skills were the application of accumulated knowledge. Knowledge will be broadly defined as a body of concepts and understandings. Acquiring a skill implied the ability to perform a specific act with some regularity and efficiency. Skills would not only give the user competence but confidence that some degree of control could be exercised over events and situations, and that outcomes had a degree of predictability depending on the level of demonstrable skill in the user. It is apparent that in the funded sites where the problem solving efforts have fostered some change, skills were tied to the role that individuals would perform.

There were at least two identifiable bodies of knowledge and their accompanying skills that school improvement groups felt were necessary for school personnel. There were organizational skills and pedagogical skills. Some of the organizational skills included planning, coordinating activities,

acquiring and allocating resources, negotiating with groups both internal and external to the school community, information retrieval and evaluation to mention a few. Pedagogical skills included classroom management, helping students develop responsibility and ability to make choices, creating curriculum, using natural materials with children to develop concepts, translating difficult material into simpler forms without destroying the content, connecting the classroom experience to life experience, using the arts in communicating subject matter, using art as a medium of expression, creating interdisciplinary approaches to the teaching of basic skills, applying knowledge of human development to children, describing student behavior in terms of performance rather than labels, research in terms of acquiring and applying information (socio/cultural information study results, etc.) to the various problems of the school.

The use of skills was not segmented. We have observed that several kinds of skills were called into use as the situation required. Once the school people learned a skill, they used it and the payoffs stimulated them to exercise the skill as often as the return was forthcoming.

Grantsmanship

Thanks to the University Linking Grant, the teachers at Southend I.S. learned how to write proposals. Their having acquired this skill resulted in the receipt of over $100,000 in grants by the school. A consultant to this program brought the school people and Andrew Black of the Inner City Consortium together. As a result of this contact, the school received the NIE grant. In 1977, a guidance counselor received a substantial grant from the state to conduct a program in nutrition. Plans for the program are in progress.

NCEI has been particularly adept at acquiring additional funds through grants. Since 1970, as a result of proposals submitted to the Ford Foundation, Vocational Educational Act, Byron Stooky, NIE Problem Solving, ESAA Desegregation Model Action, Early Learning Center, School Finance Contract, Museums Collaborative, etc., they have accumulated approximately two and a half million dollars in funds.

Community Mobilization

The Washington Neighborhood School Board learned the skills of community mobilization and communication, and applied them during their conflict with the Jackson County School Board over the closing of the Washington School. Many of the neighborhood and community groups in the Fishtown area were antagonistic to the Washington School. Gaining their support as allies was critical to the success of the confrontation with the JCSB.

> There was discussion about the effect that adverse reaction from Fishtown groups could ruin everything by scaring off the Mayor and Governor. It was proposed that a confidential meeting be set up with leaders particularly those who have been critical of us in the past. "This is one time we need to really trust our enemies," Winter said. The group voted 100% in favor of the motion for Jane Fox to set up such a meeting as quickly as possible (Brown, FDF, 11/4/76).

Apparently this strategy and the others worked because the community groups became allies, not adversaries. Phone chains, legal aid attorneys, appearances on radio and television, lobbying with public officials at the state and local levels were all strategies employed by these skillful community mobilizers.

Pedagogical Skills for Teachers

East Town is an example of a high school were some teachers have made unique efforts to develop skills to accommodate the special needs of students

in the alternative school situation. There are different seating arrangements for classrooms; teachers are prepared with materials they have made for the lesson, there are very few packaged materials at East Town M.S., they have duplicating machines and most of the materials used by teachers are created by teachers; affective learning is legitimate; students discuss concepts and ideas freely; teachers enjoy good relationships with students; students' ideas are valued; courses are integrated-art is taught in conjunction with math; students worked out mathematical problems on silk screened t-shirts as part of the lesson; geometry was used to create wall murals and mobiles (see description of classes). Basic skills classes were conducted from the life experiences of students. Examples of their experiences in the community were used as the basis for the building of lessons. (For example of classroom teaching styles see appendix).

Responsive Education Program (8). Teachers are assisted in developing a range of teaching skills necessary for their functioning in the special classroom atmosphere of Responsive Education, (See section on evaluation for some of the skills acquired by teachers for the Assistor logs.) Another skill that appears to be as important as the competencies of the classroom, is the ability to observe and describe the behaviors of children. The staffing conference of Learning Community teachers with the Assistor is included as an example of a teacher who understood, communicated, and used developmental theory to plan the learning activities of a student (see Appendix). The presenting teacher was congratulated by colleagues for the presentation:

> WD in her critique says, "QN, you were absolutely marvelous. Your material was very thoughtful and very carefully presented. I felt I had a very good picture of the child, though I have not had the opportunity to observe her (Karunakaran, FDF. 3/22/76.) (See appendix for the entire presentation.)

The development of pedagogical skills for teachers is a gradual and development process. It begins with the teacher's initial request to work in an open way with children or to work in such a way as to get to know the children better and develops to the point where the teacher is increasingly concerned about the maintenance of the Learning Community and makes personal efforts to maintain that community. A chart of how the teacher develops as a Learning Community pedagogue with the school improvement group's attendant strategies to facilitate this development is included in the appendix.

Management Skills for Teachers

I would venture to say that the Improvement (CBEC) process did not intend nor did it explicitly set out to teach teachers other than the Improvement Coordinators school management skills. However, those teachers involved in the creation and presentation of curriculum projects did have the opportunity to perform actions and in so doing, learn to do research, set educational objectives, present progress reports before committees, make up budgets, negotiate proposals throught the improvement committee structure and evaluate other improvement programs. Thus, an unintended effect of teachers creating curriculum projects was to impart to them the ability to generate proposals and negotiate them through the system. A spillover effect of this was that in one of the high schools, a grant proposal was generated and submitted to a foundation for funds to support a program in the school.

Pedagogical Skills for Parents

Parent Volunteers. Although parents did not begin as pedagogues in the schools, efforts to involve parents in activities in the school had an incidental effect of developing teaching skills in them. Working in a school situation with children other than their own was a beginning. In two situations observed by the site researcher (see appendix), parents organized learning activities in a corridor and in a parent-run resource room. Parents did not have the special skills to begin the activities but they had the desire to be involved in the activity and learned such things as rapport building with children, scheduling activities, assisting children in the development of arts and crafts projects, making calenders, making quilts and book covers, etc.

> Parents don't have to have special skills, you just have to want to be here (Resource Center). The ideas come up as you work along with the other parents. You pick up ideas from the newspaper. You work and learn together. It feels good. You enjoy it. Parents are doing things that they enjoy. That brings parents back. You have to like working with children. The total good of the school is also going to have a direct effect on my children. Very often, our own children do not come in, but ours will be with other parents, and that's important (Interview with R.S., n.d.).

In both of the activities, parents and a teacher acting as a resource joined to make the activity work. (A comprehensive treatment of the parent role in the Learning Community is included in the appendix.)

Paraprofessionals. Many parents in the schools are paid members of the school staff. Paraprofessional training and skills was offered by the school improvement group. Some of the skills offered were development of language and reading skills through group games, building visual and

auditory skills, teaching math with one-inch cubes, etc. For example, this is a sample of the calender of their activities:

> Schedule of paraprofessional workshops in one school over several months:
>
> December 2: Language enrichment-group games and activities to develop vocabulary and reading skills.
>
> December 11: Central University Workshop-9 AM-1 PM. Holiday activities to deepen the curriculum.
>
> December 16: Reading readiness activities-building visual and auditory skills.
>
> January 6: Using classroom materials-how to teach math with one-inch cubes, logical blocks, and other common materials.
>
> January 13: Using the environment-the classroom, the corridor and the school provide many learning experiences (Alberty and Dropkin, p. 36).

Skills development for paraprofessionals is offered in many New York school districts. Although we are not sure of district efforts in this regard, we have evidence that the school improvement group conducted regular skills training for this group.

Central Strategy of the Training

Douglas A. Paul, in his report to NIE "Change Processes at the Elementary, Secondary, and Post-Secondary Levels of Education," reported that how the impact of training fostered greater capabilities to solve problems was the subject of six studies. In summarizing those studies, Paul reported that multiple skills, the continuation of the project, the institutionalization of innovations, the focus on roles and functions associated with the innovation eased implementation problems. In-service training was significantly related to the use of the innovation and the failure of a major

teaching innovation was due to lack of staff training. The training had to be tied to the innovation rather than to general principles and successful in-service training activities had to include the entire staff as opposed to partial staff involvement (Paul, 1976).

The findings of our documentation team agree in part with Paul. With the exception of the mini-school family system in School 1-2-3 in Iroquois City and the El Dorado schools, in-service training activities began with individuals and/or subgroups who volunteered to participate.* Extending the training to other groups was dependent on the decision of the school improvement group, the success of the trainee in acquiring the skill, the demonstrated ability of the trainer, and the demonstrated success of the innovation. The gradual spread of training appears to be an accommodation to circumstances in the school which prevented whole staff training. One of these circumstances was, the school improvement group's assistance strategies' presumed voluntary involvement, another was that the local school districts permitted the school improvement groups to operate in the schools, without enforcing the school improvement group strategies on the schools. The NIE funded school improvement groups were not the only assistance groups in the school nor were they the first helping groups to offer assistance to schools for the solution of problems. This gradualist approach of training challenges the whole school training approach but may have been a realistic tactic under the circumstances.

Cadre (small group) training of one sort or another was used by the school improvement group. Some approached training activities from the

* Iroquois City & El Dorado schools were part of an in-service that trained the whole school in human relations (Iroquois City) and transactional analysis (El Dorado).

bottom of the school hierarchy. Teachers and students were the first ones to be involved and then, with the survival and success of the practice, direct training was offered to parents and then administrators. Other approaches started at the top with administrators and spread downward to teachers and students. It is difficult to measure the impact of school improvement groups using the different approaches, top-down, bottom-up. It appears that the top-down training approach did have the effect of speeding the spread of the innovation. CBEC has involved a great many schools in a short period of time with this technique. Once the principal is committed to the program, it is said that the school is an improvement school.* In the schools under documentation, less than one-quarter of the staff members were involved in the improvement project in the two-project in the two-year association with the school improvement group. An even smaller number of persons per school were involved in training situations.

The bottom-up approach to training appears to have had more intense impact in the Responsive Education Program schools. The two schools under study are referred to as Learning Community schools and have 90% of their classrooms identified as Learning Community classes. Some of the "more formal classrooms" (classes that are not Learning Community) remain in these schools offering to parents and children a choice in the kind of education they want. In this situation, training started with one or two teachers who wanted to work in an open way. Gradually, the innovation spread to other teachers who observed the progress of the innovation. They began

* The project, however, has spread from eight to sixteen high schools in the city and appears to be embarking on a nation-wide dissemination campaign.

working with assistors, attending sessions at the University Center and started doing things in their classrooms.

The FDP project approached training activities from the lower end of the school's hierarchy by training teachers to assess problems and to write school constitutions. In some cases, the writing of the constitutions was slow and the school improvement group decided that pairing the less experienced schools with schools that were more successful in writing the constitutions would have a beneficial effect. Apparently they were right in their assessment of the situation.

Observations on Training

The school improvement groups that made training an integral part of their strategy were attempting to reeducate small groups or sub-groups in adopting new ways of operating by learning an array of new skills. The training and the skills were directly related to the practice being applied in the school by the school improvement group. Participants (teachers and administrators) requested training and questioned their ability to perform in their roles without proper training. It is apparent that where opportunities for training were offered, teachers, parents, and administrators took them. It is also apparent that where systematic training occurred (REP, CBEC, FDP), participants were more able to perform the roles expected of them.

DTA found some evidence of training activities or inservice activities offered by central or local boards of education (the exception appears to be the Iroquois City School improvement group). In-service training was also conducted by the schools. Teachers in Iroquois City and New York high

schools reported that department chairmen and resource teachers were available to them it they desired training (see cross-site research plans and interviews of Davis and Sherlock). Teachers' reactions were mixed on the matter of compensation for training received after school. Some wanted compensation, some thought that seeking training was part of their role and no additional compensation was necessary.

The data also indicated that training must be made available to parents if their involvement and participation in school decision making is to be fruitful. The members of the executive committee of NCEI - East Town H.S., experienced a great deal of frustration in the formulation and implementation of their policy-making roles. The principal of the Washington School was an informal trainer for the WNSB. Training in communication, planning and administrative skills contributed to the success of problem solving efforts. Apparently, parents need to develop a threshold of skills in order to speak effectively with school officials. The University Center in its offerings to parents in mathematics and evaluation demystified some of the practices of education thus reducing the gap between parents and professionals. Those groups who were reluctant to change their training strategies to suit the conditions in the schools (TDC) were frustrated by the school's refusal to adopt the school improvement strategy. Most school improvement groups combined skills training with an explanation of the principles or values behind the particular activity. In those sites where training was absent, not explicit, not related to the assistance strategy

(Southend I.S., NCEI, and Iroquois City), participants were frustrated and unable to perform in the new roles.

On-going training of consultants. The training of school improvement group consultants was infrequently observed by site researchers. It is apparent that many consultants came to their projects with some degree of expertise in the execution of the practice. It was also apparent that some consultants lacked important skills in carrying out the educational practice and that additional training for them would have been a benefit.

The Responsive Education Project was one of the groups which paid special attention to the on-going training of consultants. The University Center Assistors for Responsive Education conducted workshops once a week and meetings for the training of assistors under the supervision of the director, Marian Barber. The development of the Assistor as a master teacher was critical to the dissemination of the practice in the schools. As assistors developed teaching and training skills, less experienced teachers would benefit. Other school improvement groups may have conducted the training of their members in more informal ways. No doubt consultants learned while doing or acting in the schools. Simultaneously with the training and reflection of school personnel on their professional growth, a similar process is necessary in the school improvement group

Learning the Practice Framework

People are motivated to action by many kinds of stimuli (crisis has already been discussed in a previous section). In the projects under study the school improvement groups used incentives such as released time and money, mini-grants to teachers for the implementation of projects, sharing of ideas among participating individuals and groups, promotions

to other positions within the organization, university course credit, opportunities to travel, etc. Material compensation of some kind or another was a real and practical initial stimulus to action. Underlying the material compensations for time spent in the project was the internal motivation of shared values and beliefs. Apparently the school improvement groups recognized the importance of shared beliefs. They accepted the idea that people needed principles around which to organize their world and work. Although the organizing principles were diverse, the expectation was that shared beliefs would become important and useful to school personnel and also permeating forces in the school. The belief would become the base which would provide direction for activities and a rule of behavior for future activities. The phrase action principles is an appropriate way of explaining what occurred in those projects (schools and school improvement groups) that showed a progression from beliefs and values to norms and made a concrete connection between them and implementation (action) activities. For some projects (schools and school improvement groups) values were unclear. Some personal and collective beliefs among school people never developed into anything that was considered important enough by a group to serve as norms for future behavior. In some cases, the values of different groups contributed to factionalism in the school, making attempts to solve problems difficult. Few schools bothered to write down their shared beliefs. In those schools, however, where the beliefs and values were clearly articulated, it became easier for actors to organize the behavior around them. Thus the clarity and codification of values and shared beliefs acted as a powerful tool in motivating school participants to become involved, in selecting out those who would not conform, in serving as a stimulus for taking action, and providing cohesion to the group, etc.

East Town H.S. - NCEI (9)

East Town High School wrote its principles into its founding statement:

Philosophy:

> East Town was founded on the belief that education is a collaborative process-the excellence and relevance of which are directly related to the degree of participation of all involved-students, parents, staff and, where appropriate, community and affiliated institutional personnel. It endorses a posture of shared responsibility and accountability for the design and implementation of the educational process and assumes that involved components of East Town will be receptive and responsible in fulfilling their respective roles at the school (Paoli, 1977, pp. 2-4).

The statement was followed by twenty-six principles which can be classified under the rubric of "humanistic education". Many of the principles appear frequently in the literature on alternative schools and constitute the commandments of that genre of educational philosophy. The statement of principles set out what to be for and what to be against as the following example (Paoli, 1977) illustrates:

> Accordingly, East Town's program will not be more or less tough-minded or structured than other high schools'. Compared with most New York schools it will be more structured and tough-minded where students require it, and our command of the learning process warrants. Less structured where the aims of our teaching are different or our grasp of method is looser (p. 24).

According to the site researcher, the staff members who had a long association with East Town adopted these humanistic principles as their own in dealing with students.

As new teachers entered the school they were given a staff manual which clearly laid out what was expected of them. Implicit in the presentation of duties were the values of the school. Thus new teachers who came to the school from other high schools were gradually assimilated into the school. As a result of lay-offs which caused a 50% turnover in the faculty, the gradual assimilation of teachers into the values and belief patterns broke down. Sociali-

zation was more difficult with the increased number of newcomers and diverse views.

Responsive Education Program - Learning Community (8)

The teachers, parents and students who are part of the Learning Community program come closest to having an ideology as a practice framework. They share a common focus about the central themes of the program; the child as a unique learner who spends a good many waking hours in the school, and the teacher as the instrument through which optimal learning experiences for the child can be secured. From these basic tenets, integrated assertions about what is important to promote the optimal conditions for children's learning are conceived. Some of these assertions are heterogeneous grouping of students, inclusion,... The principles become operationalized in the actions of assistors and teachers and then in learning actions within the classroom and corridor. Programs in the school also conform to these values. The principles and the supporting assertions are preached and taught to supporters and would-be supporters. Some of the assertions are counter to the traditional activities in urban schools. The heterogeneous grouping of students is counter to tracking which is a characteristic mode for urban schools with a mixed populace wherein the top classes are filled with the remaining white students in the community while the bottom classes are filled with minority students. Enforced by homogeneous grouping of students, according to reading and math scores, a tracking system prevails in many schools.

The Assistor, the structure of the Learning Community and the community values reenforce the principles and assertions in the Learning Communities. Although there are "more formal" classrooms in the schools participating in the Assistors study, there is a sufficient number of parents and community

people committed to the same values as the corridor program to constitute an important reenforcement of values. Thus, this rather large number of classrooms engaged in open education set the norm for teacher and student behavior. The availability of "more formal classes", however, allows the parent to exercise an option in choosing different educational programs within the school. The ideology does not have to be accepted, and viable opportunities for differences are maintained.

This concludes our discussion of the skill training experiences of people within and around the nine school improvement groups which we have documented. We will now conclude this paper with a short statement of where we are and where we propose to go from here.

CHAPTER V: CONCLUSION

CONCLUSION

This monograph proposes a theory of helping practice based on the observation of facilitation efforts in nine funded sites in urban public schools. It has identified, described, and discussed a number of strategies and supports which are necessary for facilitating a sustained capacity to solve problems and improve urban public education. It does not prescribe a treatment nor is it a training manual for technical assistance in schools. We leave those efforts to others.

The proposed theory assumes that there are no perfect schools; that schools are constantly adapting to change; that some schools adapt to change faster and more effectively than others; and that the best we can hope for is a school that can adapt to changes and pressures with a minimum of internal dislocation and disorientation on the part of teachers, students, administrators and parents.

In summary, we have proposed that groups will facilitate school improvement in the degree to which their practice framework is comprehensive and consistent with their action strategies, their action strategies are clearly communicable and adaptable, and action strategies focus upon obtaining necessary resources and training people in required skills. The facilitation practice builds into the school ways of operating which render it capable of solving problems and improving in a changing context. More specifically,

> The facilitative practice framework is comprehensive in that it combines an integrated administration and pedagogy.
>
> Facilitative action strategies are consistent with a practice framework.

> Facilitative action strategies are clearly communicable and adaptable to changing contexts. By communicable we mean that action strategies are clearly demonstrable to persons in the school, the school assistance group, and supporting groups (e.g. parents, school district officials, funding sources, etc.). Facilitative action strategies are adaptable to changing contexts of the internal conditions of the school and the external conditions of the surrounding environment (political, social, and economic). The practice is in a dialectical relationship with its contextual reality.
>
> Facilitative action strategies focus upon obtaining necessary resources and training school community members in the skills appropriate to carrying them out. Action strategies are methods, processes, and skills which ordinary people can learn in order to perform their part in the improvement endeavor. School improvement groups which practice within their own groups the action strategies which they use to improve schools thereby model the skills and facilitate problem solving.

Further, the work of school improvement groups is rendered useless unless it focuses upon the needs and concerns of the users. Users can be teachers, students, parents, and administrators. By interacting with improvement groups in terms of their own needs, users exercise control over implementation choices. Conditions which provide a receptive base for action strategies that facilitate problem solving and school improvement are discussed in the appendix to this paper.

The ideas presented in this paper have certain clear implications for further work. They have resulted from a grounded theory building strategy and now must be carefully tested. Three further efforts are implied: practice, research, and theory building. Following, in outline form, are proposals for each area of work:

Practice: set up experimental model(s) to execute the components of the proposed theory

Research: study the components in the experimental model(s) and elsewhere to ascertain more exactly their relation to each other and to facilitative practice.

Building theory: create a theory of helping practice based upon these efforts and observations which more clearly demonstrate the relationship between the components and their effects.

We expect in the future the proposed theory, or extensions of it, may be applied to understanding sustained capacities for problem solving both within the school improvement groups themselves and within schools which, through having received assistance in the past, have achieved sustained capacitites to solve their own problems.

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APPENDIX A: SOME OF THE NECESSARY CONDITIONS THAT ENHANCE THE SCHOOL'S CAPACITY TO IMPROVE

Observations of the Importance of Roles and Structures

For school improvement to occur our data indicate that it is important to develop new roles and structures to facilitate the ability of the school to solve problems. It can be stated at this point that:

> For school improvement to occur, it seems necessary that internal roles and structures exist specifically to support that effort. Roles for teachers, parents, administrators and students will enhance school improvement.
>
> -If no roles presently exist in the school to take responsibility for carrying out tasks which relate to the identified problems and solutions, then new roles will have to be created which are highly flexible in nature to carry out tasks.
>
> -The role function has a greater chance of being effective if it is embedded in a supporting structure.
>
> -Internal change agents wield social power based primarily on real expertise and the perceived expertise of their colleagues. The role occupants may become advocates for solutions with other members of the school staff.
>
> -Organizational roles for teachers which have a degree of autonomy from administrative control allow the role occupants to exercise personal decision making and leadership with other school constituencies (teachers, administrators and parents).
>
> -New roles permit teachers some mobility within their classification and may enhance their professional status. Internal role incumbents must have and/or be trained in the performance of the role.
>
> When the following conditions are created, problem solving will be facilitated. The supporting structures for internal facilitators are sub-structures of the school context (internal and external to the school).
>
> -The sub-structure in which the roles are embedded has a high degree of clarity of purposes but is flexible enough to meet real needs of clients.

-The sub-structures are supported by a constituency within the school-i.e., teachers and administrators view the structures as important, useful and relevant to their work; parents view the structures as important to the execution of the educational program.

-The substructure is "compatible" with the whole school structure.

-The sub-structures have values which are shared by most members in those structures.

-The sub-structures provide a base for professional development as well as emotional support.

-Sub-structures operate at some level of autonomy from administrative control, i.e.,

-create sub-structure curriculum and educational program activities;

-seek and allocate resources both material and human;

-create their own process of decision making.

-The structures for school improvement are supported by parents and district administrators.

-The structures are designed or modified to the needs of clients and members of the structure. Structures imposed from the outside which have little flexibility or the ability to be adapted to the school structure will most certainly fail. Internally generated sub-structures provide the maximum effective operational future.

Observations of the Role of Principal as Facilitator of School Improvement

Principals act as gatekeepers or collaborators in the problem solving enterprise. As gatekeepers, principals manage the flow of information and the implementation of functions and acts, often inhibiting the actions of actors in the school (teachers and parents) interested in initiating programs (e.g. the case of the principal putting obstacles in the way of parents who wanted to start a new corridor in the school and another principal in concert with the project director who informed only supporters of important decision making meetings). Principals who act as collaborators view facilitation as an activity which must include other expertise than theirs. The principal will often identify competent members of the school staff and use these people as assistors or de facto cabinet members in the planning, decision making

and implementation of solutions. Although collaborative decision making can be learned by principals, the prevailing norm appears to be that the principal is at the top of the hierarchy and therefore expected to exercise the responsibility of decision making.

The principal can make incremental structural changes in the organization of the school by the allocation of resources both material and human. They will be most effective in this enterprise if they recognize and work toward flexibility in the allocation of resources.

The principal exercises a political role in both the external and internal relations in the school. The effective exercise of the role necessitates that the principal cultivate support among individuals, but also among groups which have some degree of stability over time, internal and external to the school, e.g., organizations.

Support for Parent Involvement: Parent Role in School Improvement

An atmosphere may be created at a school in which parents feel not only welcome but as if they belong there. The "Wide Gates" school where parents are not made to explain their visit, are not issued passes, need not register, is a start. A Parent Room gives them a space that is their own. A few amenities, e.g. a coffee pot, a phone line, and a work table, add to its legitimacy. At Responsive Education (8) schools, the phenomenon of "hanging out" at school by parents, who meet teachers, familiarize themselves with classrooms and the office, helps bring parents a sense of belonging.

Parents may contribute to the learning program, forming an "educational support structure", assisting in classrooms, working with individual children, accompanying groups on field trips, etc. Parents must be shown their contribution is important, and they are needed.

Parents may contribute to maintenance of the school program through participation on governing and policy committees, helping to make decisions on curriculum, hiring, purchasing, etc.

Parents may function as political resources, providing links with powerful organizations and individuals in the community. Through deliberate consciousness-raising strategies parents can become informed advocates on issues critical to their children's learning.

(N.B. This recommendation, like all of the others, is contingent on the presence of a school program that is worth supporting and defending. The danger of cooptation is permanent; when the program is worthy, it is perhaps not altogether a bad thing.)

The importance of early parent collaboration in planning and developing their own involvement has been demonstrated repeatedly, as have the dire consequences of omitting it.

Training for parent involvement may be necessary. This need not reflect an assumption of parent deficiency, or of a service being provided to parents. Parents may be viewed as valuable resources, whose skilled collaboration is needed by the school. Teachers too, not incidentally, need training for parent involvement. (A Florida study showed that when parents alone were trained for involvement, the result was increased demands and sometimes hostile confrontations; when only teachers were trained for parent involvement, the result was increased involvement by parents; the most positive results came from training of both groups.)

Opportunities for participation can be offered in different forms and at different levels, so that individual parents can begin to contribute immediately according to where they feel competent and comfortable.

While many parents doubtless are "too busy" to become active at school, many more would come if they felt welcome and if they had something to do there. In addition, there are ways to ease the apparent burdens of involvement. One school provides a babysitting service, a room with toys and a parent supervising, at the school for visiting parents.

Outside community support for parent involvement can be cultivated and won by seeking out community organizations, exchanging goal statements and proposing reciprocal support.

Involvement of parents who are not dominantly English speaking can be facilitated by a bilingual parent who has ties with both the school and the community.

Bruce Dollar, "Toward a Problem-Solving Repertoire for Community Accessibility to Schools", 1977.

Observations about External Consultants

The consultant was instrumental in developing new operational roles for school personnel and operated from clearly articulated assistance strategies.

The consultant knew and operated from a theoretical base, i.e., management theory, pedagogical or child development theory.

The consultant was able to identify primary and secondary clients. They could focus on a "role set", a group or classification of

individuals with whom they would work closely to develop the new roles.

The consultant was the repository of a body of organizational and teaching skills which they could effectively communicate to others.

The consultant satisfied express needs of clients (technical and emotional).

The consultant was able to reflect periodically with other consultants on the purposes and strategies of the project.

The role of the consultant was codified (written down) and clearly defined.

The role of the consultant was flexible within the boundaries of the function. Opportunities existed for consultants to develop their own style and expertise in the role.

Observations about Problem Identification

Important facets of problem raising and identifying problems:

Identification needs to be accompanied by prior data collection.

-This data collection can take many forms. Informal discussions among teachers, special committees, survey instruments, workshops, etc.

Understanding the problem in the context of larger social issues can raise the consciousness of participants and mobilize them to take action.

The identification of problems must proceed simultaneously with a consideration of the choices and resources available to process the problem toward solution.

Although problems can be identified by anyone, anywhere in the school community, arenas (structures) are needed for the identification of problems.

Observations about Problem Processing

There are many ways of processing problems. Formulating goals is only one method. Formal conferences, informal meetings, and research are others. There must be, however, agreement about the primary task and it is around this task that the problem processing process is oriented. It is important for administrators not to undermine the more unique

methods of processing problems in the school and communities by continuing to process problems unilaterally.

Some settings are better than others for the processing of problems. Arenas may have to be designed especially for the processing of problems. These arenas may be the same ones that assessed the problems or they may be created for the express purpose of processing problems.

Many groups in the school's constituency (parents, students, community groups) have the ability to process problems and should be allowed to do so. They bring to the process other forms of knowledge that school practitioners lack or do not have ready access to, e.g., Collaborative Planning (CBEC).

Experts are often helpful in the processing of problems by bringing additional knowledge to bear on the construction of solutions.

The availability of data is critical to the processing of problems.

The processing of problems is served best when it is designed. Patterns and in some cases procedures should be established. Prioritizing problems is one option in processing problems.

The clarity of communication between the participants in the problem processing arena is critical. Some School Improvement Groups taught communications techniques to assist practitioners to develop listening and communication skills. The CBEC group used the tennis ball* and paraphrasing techniques frequently. Communication between other groups of School Improvement Group members and teachers was facilitated by the common language codes and meanings shared in the group.

Observations about Taking Action

Taking action on problems is the exercise of choice within constraints.

Taking action in school organizations is a political activity in which individuals seek to satisfy their individual and organizational needs. This is a routine process in organizations.

Voluntary groups and settings are conducive to taking action.

Taking action results in a process of mutual adaptation in which schools and School Improvement Groups change.

Taking action can be facilitated by the formation of committees and smaller sub-groups of the school where the labor to be performed can be divided (see Structures).

*For explanation of these techniques, see Davis, 1977.

Instituting procedures for the carrying out of tasks can be helpful in the process of taking action.

Observations on Reflection/Evaluation

Local schools do not normally engage in end of term formal evaluation of their work. One of the reasons for this is that formal evaluations by outside consultants are costly. Reflection and evaluation are painful and often threatening processes to school people.

Evaluation is usually required by the grantor. Since many funding agencies do not give money directly to schools but to helpers, the evaluation may reflect more of what has happened to the school improvement group than the school.

Evaluations conducted by external and internal consultants are often not used by school people in the planning of future school activities.

Some schools have experimented with using members of their teaching staffs as internal evaluators. Internal evaluation is less costly and can be useful in adopting or eliminating programs.

Reflection is an informal process which can be used by individuals or small groups in reviewing their past actions and planning for new ones. Reflection is also a way of processing problems.

Evaluation (provided it is positive) is recognized by school people to be a potentially powerful public relations tool.

Evaluation is the beginning stage in the recycling of the action process back to problem identification.

Parents as Paraprofessionals for the School Improvement Groups

The Hispanic parent is often left out of the activities of the school because of differences in language and culture. Hispanic professionals are usually under-represented in the schools and, therefore, very few professionals are present to bridge the gap between the Hispanic home and the school. In some cases, Hispanic professionals in public institutions have lost real contact with the language and are unable to speak fluently to other Hispanics or communicate with them through the written word. Thus a very important communication link is often absent between the public schools and the Hispanic community. Spanish parents at East Town High School complained that they did not know what was going on at meetings and there was no one there who could translate for them. This is in a school where almost one-half of the student population is Spanish speaking. Few if any of the notices went to parents in Spanish. In contrast to this is school A, where the

principal is Hispanic and is very conscious of maintaining an open line to Spanish-speaking parents. All of the school's notices go out in English and Spanish. The School Improvement Group there also recognized the importance of developing a link with the Hispanic community of the school. Ms. D.R. was hired as the Bilingual parent facilitator. She came to the attention of the School Improvement Group when she was a paraprofessional assigned to the Responsive Education program. She serves as a liaison between the Responsive assistors who were not Spanish-speaking. She relates to the parents of the Spanish-speaking children who were in the open education program, explaining the program to them and answering parents' questions and being sensitive to their concerns. It is apparent that her presence made parents hold in abeyance their attitude of deference to the school, and allowed them to become comfortable in participating in school activities.

The Bilingual parent role was not imposed on Ms. D.R. She was asked by the director of the Responsive Education project, Marian Barber, to visit the schools, the corridors and classrooms, and then decide what she thought she could do and where she might be most useful to the program. Ms. D.R. did this and at the time of the interview with the site researcher, she saw her role as initially visiting the other School Improvement Group schools in the company of the assistor assigned to that school. She would then contact other Hispanic parents who had children in the Responsive Education program.

APPENDIX B: PROFILES OF THE SITES

Profile

Cultural Continuity Project in Urban Education (CCP) - San Andreas (4)

The Context

The CCP involves two target elementary schools-P.S. 461 and P.S. 656. The racial composition of the P.S. 461 is 99% Black and 1% other, and at P.S. 656 it is 96% Black and 3.9% Spanish surnamed. Students in both schools have consistently fallen below the lower quartiles of the California Reading and Math Achievement tests.

The community of both schools changed over from lower-middle class white to lower class Black about twenty years ago. The newcomers were mostly migrants from the South, with an income level of about $6,000.00 as of the 1970 census data. Nearly 50% of the families receive welfare or food stamps or some other kind of state aid and the unemployment rate is very high.

It is an economically depressed and politically powerless community and, as an example, it is reported that when Councilman Fredericks was approached at a Board of Education meeting about the necessity of crosswalks for the students, he said that they should not bother him too much as he could always get fifty winos to vote for him on election day.

The Structure: Board of Directors

The Cultural Continuity Project's Board of Directors has acted as the functioning lead of the project. It consists of twelve persons including the principal investigator, Dr. Nathaniel Prince; project director, Sam Henry; the principals from both schools; Dr. Howard Matthews from the Metropolitan Mental Health Center; Dr. Stephen Heckroth from the research and evaluation components of the

Metropolitan Assessment Project; a member of the Afro-American School Development Council and four parents, two of whom are Parent Assistance Group Chairpersons.

The functions of the Board of Directors are to make policies for the activities of the project, to advise in setting project goals, and to act as liason to other community groups. In recent days this Board has taken on an advisory role. This has been one of the results of the change of fiscal agents from Metropolitan Mental Health Center to the Matthew Henson Medical Center. The National Board of Directors of the Davis Research and Development Center, part of Henson, has acted as the Board for policy issues and the original Board has become an advisory group.

The Structure: Staff

The staff of the project consists of the project director, the training specialist and the parent consultants. The training specialist, Frances Hart, develops the programs designed to train parent consultants, teachers, administrators and community persons. In all workshop situations the Cultural Continuity Project has tried to maintain its image as a facilitator as opposed to an actual problem solver; though many of the staff would prefer to have the latter.

The parent consultants are considered by the project to be the link with the community of the two target schools. There are seven parent consultants, three from each target school and one parent-at-large. All have children attending a target school. A committee composed of members of the target school's administrative staff, of the Parent Assistance Group, and of the teaching staff, were given the task of selecting the three parent consultants from their respective school. The parent-at-large, however, is chosen by the Cultural Continuity Project Board of Directors.

The training that these parents received was conceived out of the broadest number of issues which a parent consultant might be expected to encounter in visitations with community people and in workshop consultation sessions. Some of the topics covered in training sessions include small group methods and strategies, why children succeed in school, understanding the problems confronting the urban school, and more fulfilling roles for parents in the school.

The parent consultants meet once a week in order to review their activities and to exchange the information they have acquired. These activities include among other items: attendance at state meetings, local meetings and school committee meetings. Through their weekly meetings, the parent consultants learn to relate the gathered information to child development and problem solving in the schools and to facilitate their own meeting process.

Both P.S. 461 school and P.S. 656 have volunteer programs designed to move parents into the classroom to work with teachers and other school personnel. These volunteers are recruited primarily through the efforts of the parent consultants. They have used telephoning, door-to-door contact, interviewing and questionnaire techniques in order to recruit.

The School Improvement Group was composed of a number of psychiatrists and psychologists who felt that they could intervene in the schools and thereby bring about some kind of change. Building on Dr. Nathaniel Prince's theoretical formulation of cultural discontinuity, teachers were taught about the cultural styles of their students and simultaneously, parents were encouraged to be more involved in the educational process. Three committees were established: (1) the pedagogical, (2) the administrative, and (3) the child study committee. The first

was supposed to suggest new ways of teaching children by building upon their cultural strengths; the second to facilitate the school administration to accept the kind of changes that were suggested; and the child study committee was conceived of as representative of the larger local school community that could inform the school of the various aspects of the community culture. Originally, most of the teachers denied even the existence of any cultural discontinuity, and when some acceptance of the project had been established, all of the most competent and most qualified minority teachers were transferred out to better schools and the least qualified ones remained, while the white teachers who came in were not equally qualified as those (Black teachers) who left. All of this was taking place under the benevolent auspices of integration.

The Parent Assistance Group at P.S. 461 perceive themselves as persons who assist the school in developing and evaluating programs and deciding how the money will be spent, while the P.S. 656 administration has managed to turn the school's council into a rubber stamp for the administration's plans.

Originally a "clearinghouse" was conceived, as consisting of a document library, a monthly newsletter and a legislative review. Of these, only the newsletter has been materialized.

Problems

One of the major problems of the program is the lack of a cooperative vehicle for collaboration among administrators, teachers and parents. The School Improvement Group created workshops to deal with this problem, but few of the actual frustrations surfaced; instead it became a general problem identification session.

The most successful part of the project appears to be the teachers'-parents' rap sessions that continue even though a large majority of the teachers have been transferred.

The main impact of the parent consultants has been to raise parents' consciousness. No specific organizational structure of the parents has been developed that could outlive the project, nor has there been any successful attempt on the part of the parents to grapple with any but the short-term immediate issues, almost on a day-to-day basis.

In the past six months it appears that the strategy of the project has given more emphasis towards establishing the parents' committees as legitimate, that is towards winning acceptance from the school administration. The latter and especially the principals have not been cooperative toward the project's objectives. For example, it is reported that one of the principals has told several persons that he wished the School Improvement Group was not there. Some of the committees' recommendations, however, apparently those most likely to succeed, have been co-opted and pre-empted by the administration. For example, the Adaptive Behavior Program, that has increased attendance by 50% in a year, is claimed by the school administration as well as by the parent consultants as their own exclusive success.

The fundamental problem appears to be that the parents working in the committees are the same ones who would have been involved with the school even in the absence of the project. They are the most influential and powerful of the parents and are treated as such by the school administration as well as the rest of the parents. One of these parents was instrumental in having one of the principals removed. Consequently, the school authorities treat these parents with the appropriate respect but do not view them as the representatives of the parents. They are some kind of "master parents" who can distribute their patronage wherever they deem it worthwhile. The committees have had an indirect effect on the school and the community to the extent that they provided a legitimate basis for those parents to exercise their power.

Profile

Faculty Development Project (FDP)-El Dorado (3)

At the time of the study, the El Dorado Unified School District had a student population of approximately 38,000 who were served by 45 schools. Although there are a number of groups in the district which are classified as minority (American Indian, Black American, Asian American), the Spanish surname is the largest group with 25% of the elementary school population, 19% of the junior high and 24% of the senior high students. The Spanish surname group is divided between Mexican Americans and Portugese.

The name "El Dorado Unified School District" is a misnomer. The district does not cover the entire city of El Dorado and fourteen to seventeen other districts have elementary or secondary schools within the city limits of El Dorado. All of the low income and poverty areas of the school district exist in the downtown area of El Dorado. This area shows a heavy concentration of groups mentioned above intermingled with poor whites and the aged. The concentration of ethnic minorities in the central city and the Anglo-American middle class in the suburbs reflects a classic split which faces many urban areas in the 70's. The El Dorado Chamber of Commerce has expressed concern over the economic development of the downtown area; however, the patterns of development proposed by the Chamber often conflict with the concerns of the residents in the neighborhoods and communities in the downtown area.

Three issues have been important in the politics of the district in recent years. These are: the unification of the elementary and secondary districts favored by the State Commissioner of Education, Manfred Pickles and opposed by the Hermosa Vida District Administrator; the desegregation of schools; and a bond issue to build schools according to earthquake standards. The bond issue was finally passed and schools currently use "pod" construction to meet the

earthquake standards.

Although decentralization has not been identified as one of the important issues in the district, it sets the stage for the development of local governing structures at the school level and thereby creates a climate of political activism within the school.

The school districts continue to operate under a mandate of decentralization established by the superintendent.

> Decentralization was seen as a means of shifting authority from a central office to the individual school sites in a diverse city. Innovation was envisioned as a process of designing new curricula and new approaches to learning which were more responsive to the needs of particular communities within a scattered and heterogeneous population (Clark, 1977, p.2).

The Faculty Development Project which operates in several San Jose schools was created by Gwendolyn White. She is a member of the Statewide Teachers Association and the principal investigator of the NIE grant for FDP. Letters were sent by Dr. White to the El Dorado State Teachers' Association and the El Dorado School District to inquire about their interest in an affiliation with the Faculty Development Project. This agreement between Dr. White, the El Dorado Teachers' Association and the district resulted in the endorsement of the project by the superintendent and the teachers' association. The superintendent saw it as a way to create more responsibility and initiative at the school level.

FDP has the following basic views: teachers with the opportunity to gain control over their professional lives will be more creative, productive and content; teachers should have a voice in making school policy (shared decision making); governance structures must be institutionalized to secure the teachers involvement in decision making and the maintenance of teacher control over FDP. These views are founded on the assumption that "decentralized decision making and

self-governance at the local school level must involve teachers directly because it is right, relevant and practical to do so" (White, n.d.).

The FDP consultants were hand picked by Dr. White. They were teachers in the schools who had been active in association affairs. These "opinion leaders" sought out volunteer teachers who would serve on school teams called triads. Workshops were held with the triad groups on how to get other faculty members involved; skills in survey needs assessment to be used in diagnosing school problems, priority setting, problem solving, trouble shooting and constitution building would be taught.

It was required that each school in the project write a constitution. The triads got other teachers involved in the writing of the constitutions. Most drafting committees eventually involved the school administrators in the drafting process. Originally the FDP project was to be teacher controlled and teacher dominated. They found that involving school administrators meant both less hostility on the part of administrators and also the availability of a source of potential assistance and talent in the implementation of the governance mechanism. It is easier to get City Hall to join with you than to sustain a prolonged battle against it. Many of the schools were slow in getting started in constitution writing, and the consultants arranged workshops between the schools in the project to enable them to share problems and ideas about the writing of the constitution and other problems that came up around the drafting and implementation. After the constitutions were written, faculty councils or senates would make decisions about student discipline, curriculum, allocation of funds, teacher duties, extra-curricular responsibilities, hiring/firing and other areas.

The constitutions of the schools in the project have been questioned by the district. The superintendent assigned a labor relations administration to review the constitutions and expurge from the documents any language that im-

plied collective bargaining. Words like "negotiate", "arbitrate", "conciliation", "recourse", "binding" were removed from the documents. FDP feared that the labor relations administrator would alter the content of the constitutions. They arranged an elaborate meeting with him to explain the FDP project. Their fears of control were unfounded. He simply asked them to remove the words from the document, FDP complied and the constitutions were approved.

In addition to the constitutions, the project employs strategies and techniques to facilitate involvement and the development of teacher decision making.

Consultants to Schools. Two teachers received released time to serve as full-time FDP coordinators. They were often in conflict with the project director over a confusion of role responsibilities.

Peer Tutoring for School Faculties. New FDP schools and old ones were brought together in workshops to share ideas and tell others about their successes, trials and tribulations.

Needs Assessment. During workshops, the consultants (coordinators) asked the school people to indicate their concerns for the school on a piece of paper. Their concerns were then tallied. School staffs indicated that they were concerned about such issues as curriculum, school budget and expenditures, parent-teacher relationships, inservice training and faculty meetings, etc. Supplementary worksheets were distributed with short descriptions of some of the topics mentioned by the teachers, i.e., guidelines for teachers to select their own representatives, policies for parent appointments and visitations, etc.

Priorities Poll. The assessed needs were given to the staff and they prioritized them according to a formula. Two problems exist with the priorities poll. One is the validity of setting priorities that are removed from the original list of needs; the other is the formula used to derive the priorities. The scores are weighed and this tends to skew the priorities. The specific concerns became

"normed" and the diversity of the concerns was lost. The norm is considered as the priority, not the expressed concerns of the individuals who raised the problems. This may lead to a distortion of the concerns and the problems.

Faculty Progress. Another workshop attempted to assess how the individual faculties have progressed. The session emphasized the sharing of common experiences. Participants were asked to report on their successes and failures and a form was used to process this information in terms of the following: "needs assessment, priorities poll, degree of involvement poll, constitution writing team formed, draft constitution, constitution reviewed, constitution ratified, and problems assessed" (Clark, 1977, p. 27). The workshops depend on the teacher consultant giving mini-testimonials about their experiences in getting their own school governance structures into operation.

Evaluation

The school improvement group (FDP) has hired an evaluator to study the project and report on its progress. Briefly the evaluation states that, based on their observations during Phase II, there has been a major increase in administrative participation and that the changeover from the "pre-packaged solution" to more of a problem processing approach has resolved a number of FDP's problems of acceptability to the El Dorado faculty and administration.

The opinion held locally of the project is still in question. The El Dorado administration views FDP's connection with STA as one of being too closely tied with outsiders. In attempting to create the image of a local organization, the consultants have established political networks within the district in hopes of ensuring FDP's survival after the NIE funding runs out. Some district administrators believe that FDP should be tolerated until such time as the funding runs out and then the district will probably cease funding. Many teachers believe FDP is a closed shop for the STA and, as UFT members, feel that FDP is inaccessible

to them.

However, a school improvement group financed evaluation indicates that FDP is seeing an increase in teacher interest in the project. The workshops have become better organized and shorter, principals have become interested and favorable to the FDP process, the mini-grants attract interest and FDP has gone public.

Profile

Imaginative Educational Cooperation Project (IEC) - River City (6)

In April of 1975, the River City and Jackson County school systems merged. The merger of these very different educational organizations caused a crisis that was to threaten the existence of the Washington School. At the time of the DTA study of the River City NIE-funded project, the River City school system had a student population of about 40,000, 55% Black and 45% white. Over 40% of the children came from poor families. In contrast to the River City system, the home district of the Washington school, the Jackson county system was a larger, more affluent system, with a student population of 95,000, 90% of whom are white. Only 4% are Black and the percentage of children that fall into the poverty group is very small.

The two systems have been facing different problems for the past twenty years. The Jackson County system, experiencing a rapid growth in the white population, caused the system to respond to a rapidly expanding school system in terms of expanding facilities, programs, personnel and budget. The River City system has been facing the same problems that inner-city areas face across the country, a rapidly declining student enrollment and tax base. A study of the Chamber of Commerce in 1974 pointed out additional differences in the school system in terms of organization structure, management styles and organizational problems. The Jackson County system was hierarchical and bureaucratic, with the superintendent

firmly entrenched at the top of the pyramidal structure. The River City system was characterized by this same report as a system in "transition". Under the administration of Superintendent Harold Baldwin, decentralization was introduced on a major scale resulting in a more flat organizational structure. It was the rapid change which caused some to consider the change traumatic to the school system.

Decentralization was designed to make the local school the locus of decision making within the school system.

> Neighborhood school boards were to be established in each building to involve community members and parents, as well as staff members in the decision making effort (Brown, 1977a, p. 12).

The Neighborhood School Boards had no legal status, but had legitimacy and support from the superintendent, Dr. Baldwin, and the River City Board of Education. Central office and school board support consisted of training in human relations skills and support to individual schools, monitoring and reinforcement of the progress of the developing boards, a requirement of evidence of parent involvement prior to the funding of programs, and the Board of Education's delegation of decision making powers to NSB's. Many operated at the benevolence of the principal, who delegated decision making power to them. Some Neighborhood School Boards never developed. The Washington School is a significant exception in that the Neighborhood School Board became a fully functioning organization and is still alive and well in River City.

The Neighborhood School Board of the Washington School has made a big difference in decision making in the school. This school board has apparently accomplished its charge of involving the many constituencies of the school in collaborative decision making. "The principal areas of concern were school organization, educational philosophy and practice, community school interaction and community services" (Brown, 1977b). The NSB is currently legally incorpor-

ated as a not-for-profit corporation in this Southern state. According to the by-laws, the Washington Community School, Inc. membership, the term of office for officers, the election procedures, and the number and roles of officers are specified. The board of twenty members is composed of staff members of the community school (Washington), the parents of children attending the school and community members. The membership of staff, parents and community is balanced. Students are not members of the Board. Announcements regarding the election for the Washington Neighborhood School Board (WNSB) appear in local newspapers, on posters displayed in the community and in flyers taken home by students. Persons who stand for election to the board have a history of activism in the school. Each year members of the board elect a five-person executive.

The WNSB has sustained its existence through selective recruitment, informal training, successful community programs and the charismatic leadership of the principal of the Washington School, Ned Winter.

Selective Recruitment

Various factors influenced selective recruitment. Participation was built slowly from a nucleus of three parents. Parent involvement for some parents was continuous, first serving as parent representatives and then serving as community representatives. Persons who stood for election had a history of paid or volunteer involvement at the school. Consequently, bonds of friendships developed among the WNSB group. In addition, WNSB had significant decision making power over the screening, hiring and evaluation of teachers and paraprofessionals. (After merger with the Jackson County school board, this power was lost.) New programs or the modification of old programs had to be done through the WNSB.

These factors suggest that the informal nature of recruitment and selection has resulted in a group of persons who are knowledgable and comfortable with the school and unlikely to challenge the educational philosophy, organizational struc-

ture or process.

Informal Training. The need for training is simplified because almost everyone on the board has had experience in some area of the school's program. The structural procedure of having only one-half of the board up for election at one time also provides a pool of expertise. New board members are provided with information and background related to the matters being considered. New members are asked to give opinions and asked if they need more information than that which has been provided. Workshops are built for the orientation of new members. At these workshops, the standing committees and task forces report on their activities. Time is also allotted for team building.

Successful Community Programs. Renovating a house for a community center, which holds an adult mini-school and a tool lending library; a shuttle bus which is available for school-related events to community residents; identification of persons in service organizations who bring health and other services to the school; writing proposals to support community activities.

Leadership of the Principal. Ned Winter is the principal of the Washington school and a member of the WNSB. Prior to becoming principal, Winter worked as a central office change agent in the decentralization program. Much of the success of the WNSB is directly related to Winter's leadership and protection of the group.

Winter is probably the primary training agent for the WNSB. When discussing training of board members, Winter usually speaks in terms of trial and error and learning through participation. However, this commitment to learning by trial and error for board members was not in evidence when the crisis arose in maintaining the existence of the Washington School during the merger of the River City school district with the Jackson County district. In this crisis, Dr. Winter's controlling and directing of activities to keep the school open was very much in evidence.

> During this period of time, Ned Winter spent a great deal of time identifying and checking alternative resources and courses of action; only a certain amount of this information was presented to the Board as alternative courses of action or as information to consider in reaching decisions. Also, Dr. Winter had a strong hand in determining who was assigned to what task. When the cost of error is high, it appears that selection and coaching become important methods of increasing desired behavior on the part of Board members (Brown, 1977b, p. 6).

Ned Winter was central in marshaling the political forces which supported the school's being kept open. Letters were written to local city officials, state legislators were contacted, lawyers from the legal defense organization were hired, the media was used extensively to publicize the plight of the school and gain support from local community groups; presentations were made at school board meetings by WNSB members and support was requested and received from the National Institute of Education and the DTA research project. This intense political activity has resulted in the continued existence of the board, the school and their continued relationship.

Under the guidance of Ned Winter, the WNSB has expanded its purposes beyond the original scope. The new task of the WNSB include:

1. Providing education to children and adults in cognitive, affective, vocational and community development;
2. Providing social, vocational and medical services for the community;
3. Providing leadership for community revitalization, and;
4. Providing counseling of all types (educational, vocational, personal, and legal) (Brown, 1977b, p. 14).

Neither the WNSB nor the principal are particularly successful in dealing with problems related to students and problems related to the day-to-day operation and coordination of the school.

> The most frequently reported area that was poorly dealt with was curriculum planning and development (p. 15).

Other areas mentioned were the operation of the cafeteria, teacher evaluation, and the continued existence of traditional classrooms. Winter and the WNSB, are most able to deal with problems associated with the community, crises related to the school, writing proposals and funding, and interpersonal problems among board members. Their apparent inability to handle the internal and instructional activities of the school should be seen in the context of survival, since keeping the school open was of paramount importance.

The school improvement group was internal rather than external to the school system. The IEC project was written and implemented by two members of the Organizational Development department, River City school district. The OD department was started by the superintendent in 1970 to support the efforts to humanize and decentralize the school system. It was disbanded at the end of the 1972 school year because the superintendent felt that the norms, skill, and processes of OD had been sufficiently developed and would be incorporated into the routine activities of other departments. The department was then revived because OD had not been sufficiently internalized by departments and Dr. Baldwin, the superintendent and Paul Lennon reconceptualized OD from the development of personal growth and communication training to the identification of organizational problems and the identification of skills to resolve those problems. The three major figures in the department were Dr. Charity Williams, Will Bosewell and Chairman Paul Lennon. The redesigned department was to be consultive, with the overall purpose of improving the problem solving capacity of the school system and making the problem solving process more collaborative.

> According to Dr. Williams, the goals were to be accomplished by the use of temporary problem solving structures based on expertise rather than roles, the development of accurate and efficient horizontal and vertical communications systems, the surfacing and management of conflict between individuals and groups, and by rational methods of goal setting and priority setting (Brown, 1977a, p.20).

The OD department would work with school principals, central office sub-groups and answer requests for assistance from various other departments. Prior to the NIE grant, no consulting was done at the school building level.

Merger brought the second demise of the OD department. The members of the school improvement group were no longer functioning as internal change agents. There was no provision for their functioning in the Jackson County system and one high ranking administrator admitted that he didn't know what the term organizational development meant. Both Williams and Lennon were working on the IEC (Imaginative Educational Cooperation) project half-time. For the other half of their time, they served in different administrative posts in the school system. In the 1975-76 school year, they became increasingly critical of their functions in the Jackson County system and began searching for other positions. After Williams and Lennon departed, Will Bosewell remained as the head of the IEC project. He had the approval of both NIE and the Jackson County school system.

The school improvement groups chose two target schools for technical assistance, Washington and Jensen, an elementary and a junior high school. The Washington Elementary School's physical plant spans the centuries. The oldest section was built during the Civil War and the newest was built just twenty years ago. The physical plant has been a point of controversy and was nearly closed in the past year for violations of one sort or another. There is an informal atmosphere in the school. The staff, students and parents agree that "Washington is different." Staff members frequently work after school on projects with parents. Teachers have given or donated part of their salaries to pay parents for work in the school or to support the various community projects. There is a great deal of socializing between teachers and parents. Teachers who do not socialize or partake in the school's activities are accorded a lower status than teachers who do participate. In the Washington School the NSB operates optimally and parent partici-

pation is high. The philosophy of the school is based on the Rogerian concept of self-actualization, humanistic counseling and openness. "Most staff members and highly involved parents, as well as some outsiders such as Dr. Carl Rogers, find the program positive and innovative" (Brown, 1977a, p. 26). However, other parents as well as central office personnel are disturbed over the lack of staff and student discipline as well as the nature and level of basic skills, teaching and learning.

The Washington School is in the politically and socially active Fishtown area. Many Fishtown community groups consider the Washington staff and program subversive and have been critical of the Washington program as competing for development funds at the expense of the other programs in the area. The Washington School has been attempting to improve its relations with the community groups and made a major effort at this during the time of the crisis which threatened to close the school.

Because of the redrawing of district lines for desegregation purposes, the racial composition of the school has been fluctuating in the past years. The size of the population, however, has remained stable over the past two years at about 580 students. About 20% of the student population is Black; sixty percent of the students come from poor families. The turnover rate is somewhat higher than for the system as a whole. The latest achievement tests indicate that students are performing on reading and math tests at about two grades below the national norm. Students are grouped heterogeneously and vertically. There are no student tracking or special education classrooms. Individualization of instruction is a primary educational orientation at the school.

The Jensen Junior High School is located near the district's downtown central office. Like Washington, it was exempted from the busing edict because modifying the school districts achieved the appropriate racial balance. Unlike

Washington, the staff seldom meets to engage in group activities after school hours. The staff is a mixed group, some of whom came to the school to avoid innovative programs, others who came at the urging of the former principal, Harry Miller. Special efforts have been made to provide interesting student activities and these, combined with a campaign to improve school spirit appear to have improved the school's climate and accordingly the students' response. There is no grafitti on the walls, and the students' work is prominently displayed.

Jensen has little of the parent involvement that is present at Washington. One of the major reasons given for this was that the principal never actively sought or encouraged parent involvement. In addition, the school attendance area is large, and there is racial prejudice on the part of whites who do not want to participate in school functions with Blacks. The loss of more affluent parents, and the presence of poor families who are hampered in coming to activities by economic and transportation problems all contribute to the lack of parent involvement at the Jensen school.

Half the Jensen students are in the poverty group; the reading and math achievement levels are two years below the national norm, and the students are grouped for purposes of instruction by grade. In the past, there have been two tracks in the school, the advanced and the slow. Since the loss of the advanced track students, the majority of whom were Black, the advanced track has been eliminated. The school is traditionally organized around academic departments. Each department determines the division of labor and the roles of its members. The principal who replaced Miller makes decisions autonomously, which is in great contrast to the OD style of Miller. Some staff members are comfortable working with this style, others are not.

The availability of NIE funds was brought to the attention of Dr. Fred Fine, who was at that time director of the River City school system's research division.

Two members of the OD department, Dr. Charity Williams and Paul Lennon, wrote the NIE proposal. The NIE project was seen as an extension of the work of the OD department to the building level. The site researcher concluded that the work of Dr. Charity Williams and Paul Lennon would have eventually been extended to the building level.

The NIE funds accelerated the school improvement group's building level operations by freeing them from the necessity of working with central office personnel and various departments. "The project, involving as it did a school improvement group located within an urban school system, was an example of a school system attempting to change itself from within as opposed to the impetus for change coming from agencies external to the school" (Brown, 1977a, p. 40). Prior to the NIE project, the school improvement group had no involvement with either Washington or Jensen, although they had worked with both principals (Winter had been chairman of the OD department in its formative stage). The principal's knowledge and interest in OD was known to them. The principals (Winter and Miller) first heard about the project from the superintendent and were angry when they learned that the project was well under way without any input from them. They had been selected without being involved in the process.

The school improvement group's NIE proposal attributed the failure of urban school systems to the presence of an organizational structure in which decision making was characterized by administrators' defining and constructing the solutions to problems. However, the solutions must be implemented by others. This is virtually doomed to failure because the people responsible for the implementation of the innovation do not see the responsibility as theirs. They argued that the "Imaginative Educational Cooperation" model had the potential for solving pressing educational problems. The model was based on five assumptions:

1. People cannot be accountable for programs that they do not perceive as theirs;

2. The skills necessary for effective participation are observable and, therefore can be taught;

3. Program planning and evaluation must recognize and take into account the values, needs and goals of a pluralistic society;

4. People are productive in tasks because their desire to achieve ends are related to their own personal goals;

5. People from different role groups can work together productively with appropriate communications training.

The assumptions were the basis of the project's objectives: the development of a master collaborative process in the target schools; the development of skills in task interaction, and personal interaction to ensure the efficiency of decision making, etc; the development of the central office staff as a resource team to support the local schools.

The school improvement group's interventions were geared to training in the appropriate skills and developing the organizational norms and structures to support effective problem solving at the local school level. The role of the school improvement group was to act as a consultant to the principal since the principal was a key figure in school problem solving. The school improvement group's entry into the school was traditionally from the top down, with support for activities emanating from the superintendent and the principal.

The school improvement group's work at the Jensen school moved steadily away from the goal of a whole school collaborative problem solving structure to smaller entry points. This involved trying problems that would attract the interests of the entire faculty, working with natural groups on some problem they had already identified, efforts to develop a problem solving cadre with new teachers, resolving conflicts within the administrative team and working with the student government. The frustration of encountering the inertia in the school

caused the school improvement group strategy to change, and they decided that they would respond positively with lots of enthusiasm to anything anyone wanted to do. In spite of these changes, the project was terminated at Jensen.

Involvement at Washington was a different story. Although the initial reception to the school improvement group was mixed, the school improvement group goals and skills were more congruent with the style and climate of the Washington School. Although the school improvement group planned an elaborate interaction with the Washington School, their major activities were centered on helping the WNSB in the time of crisis. Although the consultant, Will Bosewell, was accepted into the Washington School culture, it was apparent that problem solving skills were present at the school specifically in the principal and the WNSB. The school improvement group played second fiddle to the operation already established and operational.

Profile

Neighborhood Corporation for Educational Improvement (NCEI) - East Town H.S. - New York (9)

The Board of Education's decision to build a new high school in Northern Hattsville attracted the interest of a group of active local parents in District S. They had their children in the local junior high, heard about the plans for the new high school, and decided that they should have a say in where the school was to be located and what kind of education it should provide. The site under consideration was an abandoned brewery. Like many businesses in New York, the beer company had found it unprofitable to maintain its operations in the city. The Parkville Community Planning Board was planning for the renewal of this site, and was seeking a commitment from the Board of Education to build the new school in the Parkville community. In 1966, the Board of Education formally designated a four block area for the high school that would serve a student com-

munity whose population was low-income Black and Hispanic from East Town and middle-class white from Parkville. This group of interested parents from District 5 formed the Educational Improvement Committee and deliberated on what kind of school would best meet the needs of the students. In 1968, when the Board of Education declared this school as a pilot "comprehensive" high school, the Education Committee reorganized itself and hired a staff of professionals to plan the school and mobilize community support.

The year 1970 was a busy one for the Educational Improvement Committee, now called the Neighborhood Corporation for Educational Improvement (NCEI). They set up tentative plans for launching the school and entered into joint planning with the Board of Education to further plan the school and oversee the progress of the enterprise. By October, 1970, a pilot program was established and a phasing in of students and staff began. This pilot operation was named East Town High School. The gradual phasing in of students and staff would culminate in the new high school of 4,000 students and the necessary faculty. This school was viewed:

> as the testing ground for ideas in school organization and administration; in curriculum design; in the use of the community and city as campus and curriculum; in the recruitment and training of staff; in occupational and adult education and in the design and use of facilities (Paoli, 1977, p. 9).

An operating committee of community representatives, a representative from the UFT and one from the Council of Supervisory Associates was to be responsible for selecting the staff and students of the center. A three year contract to operate the school was signed with the promise that an evaluation of the project (HS) would be performed by an independent agency.

Awaiting the construction of the high school, the project was first housed in the basement of a church. The staff and students rennovated the premises. The program was experimental; adults participated in classes with students. A triumvirate administration was formed and the school operated an extended day

from 8:30 a.m. to 10:00 p.m. Besides entering into a number of collaborative education programs with major firms in the city, it began social service programs for the community and the school, the interim day-care program at a nearby Intermediate School, and established group homes for students in the school who needed a secure living environment in order to remain in school. During that 1971-72 school year, the Board of Education decided that a scaled down high school would be more appropriate and that its plants and services should be dispersed throughout the Parkville and East Town communities. The Board arranged for the purchase of the Hattsville School of Music as the first and only home of East Town High School.

The founders believed that education was a collaborative process and that:

> the success or failure of the project depended more on its staff than anything else. They (the staff) were to be volunteers with competence in a particular area of the program, imaginative interest in other areas of the program, able to relate openly and supportively to students, be committed to the aims and principles of the project and possess a tendency to enjoy life (Paoli, 1977, p. 14).

This ability of the school to recruit and select teachers was seen as an essential part of the project. This was to change however, with the loss of experimental status and with the excessing of teachers in the city in response to the fiscal crisis. This turnover of teachers was preceded by a rapid turnover in the racial and socio-economic make-up of the student population, which had previously been a balanced ethnic and socio-economic student body of Blacks and Hispanics, most of whom were from the East Town community and were poor, and a smattering of white middle-class students from Parkville.

The teachers' strike of 1976 and the city's fiscal crisis effected not only the morale of the school's teachers, but also placed a strain in relations between East Town and its parent organization, NCEI. The strike jeopardized programs and actually caused the loss of some of the innovative programs because of the loss of funding, and then placed the very existence of the school as an

autonomous operation within the Division of High Schools under fire.

The parent organization NCEI had been responsible for negotiating a unique contract with the Board of Education in 1970. This contract was called the School Finance Contract. Not only did the contract establish East Town as an experimental school, it provided for the allocation of Board funds to run the institution at the discretion of a committee composed of the school administrators and NCEI members. The Chairman of the Division of High Schools, Alexander Hedinger, wanted to fund East Town on the same basis as any other high school. The East Town administration and NCEI supporters argued that the contract gave the school a unique status and ensured the idea and practice of the community's controlling the school. The loss of the contract would in effect mean the loss of community control. It was argued that under the unique funding arrangement, the Board was spending more on the East Town student than a student in a comparable "alternative" high school. The East Town supporters (NCEI) argued that because of the contract and the existence of an umbrella community corporation, the school was able to attract additional grants from outside sources which cost the Board nothing but which greatly enhanced the school's ability to deliver its unique educational program. With the use of friends in high places, and assistance from the Board of Education, local politicians and the NIE office funding the problem solving grant, NCEI was able to obtain a one year extension of the School Finance Contract but with a great reduction in the funds. This controversy left the supporters at NCEI and the staff exhausted but still questioning, as they had in the past, their structures, processes and implementation practices.

NCEI the parent corporation of the high school, is a non-profit community organization. Its central governing body is the Executive Committee, which

holds all policy and discretionary powers. The actual running of the operation is performed by an executive director, who has a staff which coordinates the projects and is responsible for the execution of policy. The executive director of the corporation and the administrative leadership of the school, especially the fiscal officer of the school, have worked together on decisions and policies affecting the operation of the corporation and its support activities for the school. However, the nature of support that NCEI provided for the school at the time of the DTA study was basically fiscal and political. The corporation would monitor the funding of grants obtained for the school, attempt to obtain new grants and protect the school from forces which sought to alter its autonomy and educational practices.

During much of the period of the study, the identity and survival of NCEI itself was in jeopardy. There were political factions on the Executive Committee, the implementation of some of the corporation's programs was subject to criticism, members of the various committees were unsure of their roles, both the executive committee itself and many other people questioned the viability of the committee decision making structure that had been set up in the beginning. This committee structure was originally created to ensure community participation in the corporation and the school. However, over the years, the structure became inoperative and the decision making passed into the hands of the school's administrator, Tom Torzewski, the corporation's executive director, Jesus Sanchez, and their supporters on the Executive Committee of NCEI. The failure to implement the decisions of temporary groups who were set up to review the project and its problems was standard. The result: the project (school and corporation) moved from one crisis to another.

At present, East Town High School is operating under some pressure. The operating budget has been drastically reduced, the staff is assigned by the Division of High Schools, the physical plant of the school is in need of repair, and it receives no support from NCEI which has lost its director, much of its staff and much of its funding.

Profile

Program for Satellite Teacher Center-Iroquois City (5)

Unlike the other urban areas which contain the schools under study in DTA, Iroquois City is a city with a relatively low unemployment rate and a general air of prosperity in some sectors of the population. Iroquois City is not a densely populated city. There are relatively few non-whites, although their numbers are growing rapidly. The 1970 census figures indicate that the non-white population had more than doubled (6.4%) in the intervening ten years. About 70% of the non-white population is Black and the remaining are American Indian. Although the non-white population in 1970 made up 6% of the city's population, they account for 15% of the children in the public elementary schools. In this seemingly idylic setting by urban standards, signs of trouble are focused in the core of the city, and are related to the increasing concentration in that area of poor people, many of them non-white, and the elderly. Blacks are concentrated in one-tenth of the city's area. While Iroquois City contains 11% of the state's population, it supports 31% of the families on ADC.

> There has been a steady migration to the city by American Indians from the reservations and by poor whites from the small towns and rural areas of the state. They come to the "promised land" of Iroquois City looking for a job and a better way of life. Some make it; many do not. The American Indian population is generally confined to the same geographic areas in which Black Americans live. These same areas of the city have the lowest median incomes in the city and the highest concentration of dilapidated housing, welfare cases and juvenile delinquency (Sherlock, 1977, p.4).

However, these socio-physical conditions do not seem to create serious problems for the educational process.

> In the schools there generally prevails a calm uncommon to many inner city schools. An NIE officer visiting the schools under the grant observed that classes were proceeding in an orderly fashion, there were no instances of physical violence or guards in the halls...it's so civilized, they're actually in there with kids learning. (Sherlock, 1977, p. 2).

In 1975, a new superintendent was hired who established three main goals for the school system: creation of public alternatives, decentralization of the school system and desegregation.

The NIE funded Satellite Teachers Center was an extension of the Model Teacher Center. This original center was established within the site of a major alternatives project for the city and adjacent to the Iroquois University. The schools participating in the Model Teacher Center alternatives program had access to university resources. Out of this, a structural connection was created between the University and the city school system.

> The general consensus in the Model Teacher Community is that the Model Teacher Center program was successful. Surveys indicate a high level of family satisfaction with the system. The city evidently was impressed with the project. When the school system committed itself to the introduction of alternatives city wide, they used the M.T.C. elementary model with the selection of the free school (Sherlock, 1977, p. 25).

The Model Teacher Center community has some characteristics which probably contributed to the success of the project: a high level of education, skills and involvement of the parents in the community; a high level of resources, particularly federal dollars and university staff and expertise available to the project and community; also a sense, felt by those involved in the project, that they were doing something new and different and were proud of it. In addition, the M.T.C. was run by a man who had sixteen years of experience in the Iroquois City public schools, had gone through the ranks, developed

a specialty in personnel and staff development, and had close professional and personal ties with the school superintendent and top administrators.

After consulting with the writers of the original proposal, he was offered the job as director. Neither the resource center nor a package for staff development content and techniques were part of the original design. The director did not believe in such packages. Instead, with the new school decentralization as a backdrop, "Ayres believed from the start that (problems) must be identified from within each organization before any outside help could be useful. He therefore chiefly worked by inviting people to talk about their own perceived problems, and about what they thought might help to solve them. It was informal, voluntary short-range approach" (Sherlock, 1977, p. 28).

Soon he found himself in the role of broker. He had a budget; he was coordinating an elementary school resource teacher cadre, helping people to get in touch with themselves, coordinating visits to schools for teachers who wanted to visit, approving the payment for substitutes so that teachers could have released time. From these beginnings the center embarked on a remarkable expansion program. It was these expansionist moves that were responsible for the center under study at the Satellite Teacher Center. The NIE Grant seemed to suit Dick Ayres' purposes quite well. He was concerned with delivering to teachers control over their professional lives.

The method employed was to shift control over staff development from administrators to teachers, using the teacher center as the instrument to accomplish and institutionalize this. He would continue to be the broker, resource coordinator or facilitator. Although he was impressed with the

British system for teachers' centers, he developed a different model because a model for the United States would have to live in an environment of administrative lines and controls. The organization had to be able to exist in a rigid system, and through its structure protect the freedom of its constituency. For instance, a teacher center board with dollar resources would surely be visible on the organization chart, but Ayres had the kind of freedom to apply for grants as long as they were in keeping with the city's goals and the superintendent was informed.

> On the other hand, that freedom also allowed him to write proposals without involving the recipients. That is the case with the Satellite Teachers Center. It will become evident from the data that the external generation of the project caused problems for the center (Sherlock, 1977, p. 35).

Ayres however, was not involved in selecting the area that the center would be in, and really had no preference in the matter. The superintendent's office chose the area. After the area was chosen, the principals in the area were called, the project explained to them, and they chose the schools to be served by the center. After the schools were chosen, Ayres and a few other members of the MTC staff went to each school and made a presentation to the staff explaining the project. The school staff then voted to accept or reject the center. Although members of the teacher center board were to be elected, since no one was to run against them, many volunteered. "The board members initially had little information about what the center was or what their role was" (Sherlock, 1977, p. 37). Board members were to struggle with the question of who they were and what their role was throughout the documentation.

The STC Board hired a center director who had been trained in social

work and had worked in a vocational program. He had little experience in staff development activities or the schools. The two remaining members of the staff were a secretary hired through the school civil service, and a community resource developer, hired by the Director without input from the board. The location of the center in one of the desirable rooms of a local school seemed inaccessible to some of the elementary schools to be serviced and caused some resentment from the teachers of that school.

The board's operations were continually hampered by the aforementioned crisis of identity. In their attempts to work out this question and other major issues, they were usually disrupted by the threat of having to leave the building they occupied or get locked in.

> During the remaining summer meetings I observed this to be a pattern. The meetings would begin with routine issues such as approval of minutes, they would move in to more substantial questions, such as the T.C. role. By 4:30 they may have defined problems or begun to grapple with solutions, the threat of the alarms would loom and a frantic evacuation of the building would follow. One board member once jokingly suggested, "Maybe we should start the meeting backwards" (Sherlock, 1977, p. 14).

The board represented for the school two categories of potential resources: funds and services. The funds were distributed through the funding of proposals submitted by clients (mostly teachers). In the service category, specific services were provided directly to the clients rather than granting them the money to purchase services. Individuals who possessed specific skills were put in touch with other individuals or groups who needed those skills. Thus the center served the function of a broker of resources and services.

Although the site researcher did not concentrate on the schools as a

focus of research (due to the research plan and the limitations of time), he made some significant observations about School I. This school was chosen by the site researcher because of its interest in the teacher center; the principal of School I was a member of the board and it received more money from the center than other programs, also the school professed an interest in problem solving and in process. Here again, the principal was interested in what he terms as "process," and process considerations also appeared to rate high among the staff members. Because the school was open, there was less of a problem with access than in the other two schools in the complex, which were traditional and continuous progress programs. The researcher was further drawn to the school because of his bias toward open education

The unusually high esprit at School I occurs on much the same level as in other groups with a perceived mission. The school is broken down into families with 150 students and six teachers per family. Each family is headed by a team leader. Families have a great deal of autonomy.

> They generally meet at least once a week after school for a half-hour or so and meet briefly on one or more mornings before school. Each family has a staff room with desks for the teachers and storage space for supplies...An entire evening and supper get-together and meeting is held by the families monthly.

Issues such as planning activities, curriculum, students needs, needs for materials and allocating resources are discussed and decided upon by reaching consensus. One of the methods for reaching consensus is the "five finger vote". Each member of the family votes by holding up one to five fingers. One finger indicates minimum support for an issue and five maximum. In order for a plan to be accepted, it must have minimum support from every one. The team leaders meet weekly and bring to these meetings issues that

cannot be solved within the families. School-wide issues are also resolved at team meetings and the information presented there is disseminated to families through the team leaders. Teachers on special support also attend these meetings. Although it is not clear whether the principal has truly relinquished his authority in favor of decision making by team leaders and families or is perhaps a clever manipulator, it is apparent that he has relinquished much of his authority to the staff. "He does not dictate the staff assigments or how the families will operate" (Sherlock, 1977, p. 17).

Profile

Responsive Education Program (REP)-Assistors' Service-New York (8)

The Responsive Education program is continuing in the tradition of progressive education in the United States. The project connects the philosophical ideas of Dewey, Thoreau, Piaget, Isaacs, Pestalozzi, Montessori, Froebel and others to its work. In addition, the project applies and utilizes ideas from the alternative school movement and the British Infant Schools. The REP speaks consistently of building upon and extending children's interests. These ideas are expressed frequently by teachers, assistors and parents and students. Striking similarities exist between the project and the ideas of John Dewey because he represents "the source and main inspiration of the Progressive stream in education" (Karunakaran, 1977, p. 3). Dewey's idea of maintaining continuity between the child's early learning experiences in the home and those experiences gained in school are pervasive in the project's practices.

The first of the Learning Communities was established in 1967. It was established in Bricktown in the New York public schools. It was decided to establish the program in the public school system where the problems of compulsory education are felt most keenly thus facing the problem of change in a system that seemed impossible to change. The struggle has been to obtain a commitment from the public institutions to invest in teacher development in order to support the children's development. With the establishment of the first corridors, it was confirmed that change in the existing school organization was possible; "crucial to these changes...in addition to prior consent by the teachers, parents and administrators - was

on site assistance to teachers in solving problems of classroom reorganization and adjusting to the demands of individual teaching. Teachers needed help in learning more about a child's development and in understanding the materials, the setting and the kinds of plan and record keeping inherent in the new requirement..." (Karunakaran, 1977, p. 3). The Learning Communities in the public schools are supported by the Assistors Service and University Center for Responsive Education and has its headquarters at Central University. The University Center space, a remodeled physics lab, was provided to the founder-director and principal assistor, Professor Marian Barber. The Assistors Service, in this current funding period, has six assistors working in nine elementary public schools.

The Assistors Service operates under the strong, charismatic and central leadership of Professor Barber. She is acknowledged by her peers as one of America's foremost authorities on educational practice in the elementary schools. She is unique in that she is one of the few progressive educators who has carried out all of her work in the public schools. She is the undeniable leader of the center, articulating and clarifying philosophical approaches, developing strategies both educational and political for dealing with the budget crisis and its effects on classrooms and always remaining true to the signal purposes of Responsive Education. She is responsible for exploring and garnering sources of funding, writing and submitting proposals, meeting with funding agents, giving speeches and lectures at universities and national meetings and teaching classes in elementary education to the students at Central University. "Thus her pre-eminence is based upon her expertise as a practitioner rather than as as administrator or facilitator" (Karunakaran, 1977, p. 17).

While the Director, Marian Barber, has been observed to be a forceful and convincing leader, she also respects and is dependent upon the judgements and skills of the Assistors in the field, and the other supporting members of the project's staff. Assistors exercise autonomy in their daily work in the schools. It is apparent that although their work proceeds within the framework and guidelines set down by the Learning Community Program, they (the Assistors) exercise a great deal of flexibility, initiative and autonomy in their relationships to teachers and administrators and the general direction of their work. In maintaining daily contact in the school, the Assistor makes independent judgements about program strategy, formulations for future work, developing relationships with the teachers, administrators and parents who engage in voluntary contact with her or him although each Assistor has developed some specialty or expertise. They are a cohesive group in that they share common assumptions about:

> ...the nature of children's development; (they) agree that teaching processional growth, just like children's learning, is interactive, dynamic and developmental, that school change itself involves an active on-going interaction with all school constituents-teachers, parents, principals, children and the significant growth toward "more positive school direction happens only over time and through consistent and sincere efforts by all constituents" (Karunakaran, 1977, p. 14).

They share the common view that children are intrinsically capable and motivated individuals whose learning and growth is generally inadequately met by the structures for compulsory education, namely the schools. This common view allows them to share the unitary purpose of creating and facilitating conditions in schools, that in the project's estimation are "conducive to the growth of children's strengths..." (Karunakaran, 1977, p. 14).

The Assistor helps individual teachers in planning classroom activities, trips, projects, etc. The Assistor identifies teachers' needs, offers ideas that presumably develop the teachers' ability to develop curriculum and to recognize and develop children's interests. These strategies are designed to meet the needs of individual teachers as well as those of the unit, the corridor community. The Assistor rounds out the consultant activities modeling teaching skills for teachers by working in classrooms and conducting meetings (usually at lunchtime) of the learning community to deal with strengthening the curriculum and assisting teachers in developing their understanding of the learning processes of children.

The structure of the corridor community provides the means of control for the four or five teachers in it. In the schools under study, the principals have given learning communities money to spend for supplies at the teachers discretion. The community also provides the basis for mutual support and development and the cooperative care of children. Although children may be assigned to a class, they belong to a learning community and may, due to planning and communication among the teachers on a corridor, visit or work in other classrooms, and engage in projects with children in other classrooms who are members of the community.

The Assistors and the University Center Director are instrumental in training the teachers who have volunteered for the program to become "experienced teachers" and thus move up to the status of Assistor. This apprenticeship of inexperienced teacher to experienced teacher to master teacher is a fundamental direction of the program in helping the inexperienced teacher in learning the craft. For example:

> (experienced teacher turned Assistor) discusses with (Assistor) about her activities in continuing Learning Community leadership from inside her classroom. She reports to the Assistor that she has already on her own initiative met with teachers on the floor, discussed the Learning Community concept with them, and asked for suggestions for its continuance (Karunakaran, 1977, p. 27).

The Learning Community receives support from parents who want to maintain it as a viable educational program in the community. Parents in this largely heterogeneous community continue to maintain avenues of involvement in the schools and participate in learning activities (workshops) provided by the University Center and those that take place in the school. For those parents who do not wish their children to be in corridor communities, there are options for more formal classroom instruction. Although in the minority in the schools under study, the alternative is available. Parents volunteer service in the schools under study and provide a valuable resource of strength, political connections and talent. This broad base of parent support is encouraged and valued by the Assistors Service.

The schools under study are located in a multilingual, multicultural community with a variety of ethnic and economic groups. Pockets of prosperity are interspersed among a generally poor community. The average student population in the district schools is a little over 750. The schools under study are rather large, each with a population over 900. Although some of the schools in the district are predominantly Black, (these are non-Learning Community schools) the schools in which the Learning Community Program operates are approximately one-third Black, one-third Hispanic and one-third white.

> The general picture appears to be that the Project has managed to establish its program in those schools which

> have student populations which reflect the multicultural nature of the community (Karunakaran, 1977, p.5).

The two schools under study have different physical structures in which corridors are accommodated. School A's corridors are set at right angles, making them shorter and narrower, and School B has the advantage of being a modern building with long, well lighted corridors. The two schools have also been in the forefront of struggles with the Central Board. "School B was the first school in the city this past year to challenge the Central Board's ruling that teachers who are excessed should report to other schools." Parents of the school barred the school gates with their bodies, preventing excessed teachers from other schools from entering their school. Parents succeeded in retaining all of their excessed teachers. Although the parents fought the Central Board's mandate to close the schools earlier one day a week and lost, they nevertheless succeeded in mounting an effective demonstration against the Central Board until fresh budget cuts were imposed.

School A is similarly a school whose parents have engaged the Central Board in many battles. The most significant of these being parents' efforts to become a part of the decentralization plan for New York. Parents formed themselves into a committee which became active in writing the original decentralization law. Some of the parents of School A were also "fighting" to replace ability groupings or homogeneous classes with more "balanced" heterogeneously grouped classes. Classes in the schools today retain their ethnic diversity as they also maintain an unusual degree of parent involvement in the schools.

Profile

School Self-Improvement Project-CBEC-New York (1)

Created in 1969, the Coalition for Business and Education Collaboration of New York entered into partnership with four city high schools:

> to determine the feasibility of joint industry/education efforts to produce public school graduates who could function more effectively in college or the world of work (Davis, 1977, p.6).

The three years of experience in the partnership program altered the CBEC conception that the development of an instructional program in the four high schools could be replicated in other high schools. CBEC further determined that while business executives on loan to schools provided a unique expertise, "simply providing resources and focusing on developing instructional programs for replication was not the best strategy" (Davis, 1977, p. 6).

Building on the partnership experience, CBEC's Collaborative Planning model was developed out of the notion that a person with skills in group process, responsible for change in the school, working in cooperation with the principal, could form a committee representative of and open to all school constituencies (faculty, administration, students, parents and community) to identify, design and implement plans for the school's improvement. Because it was closely allied to what the school improvement group had been doing during the Collaborative Planning phase of the partnership development, the theory and practice of Organizational Development was later adopted by the School Improvement Group to train and develop members of the organization in the abilities necessary to solve problems.

> Oh, we came to it (referring to Collaborative Planning) by the back door. Collaborative Planning methodology was developed by Benjamin Berry then with JFE. That was the

> basic group process technique brought to the project that worked in the four partnership schools. It created a new frame of reference-it got people to address new problems. Through Collaborative Planning, put into research and development efforts to implement plans that weren't being implemented very well...(Davis, 1977, p. 16).

According to Gray, the first Project Director, the businessmen on loan from their companies suggested that OD be deliberately written in a forthcoming NIE proposal and that it be given a try.

> In March 1974, NIE issued a program announcement which invited big city schools and groups associated with them to submit proposals which described the problem solving strategies they were developing. The received 107 proposals and, after a tnree-stage review process which included visits to 18 finalist sites, awarded nine grants. These nine programs, involving 32 urban schools serving approximately 37,000 low-income students, are now completing the first year of the three-year grants which enable them to refine promising strategies for school problem solving (NIE, 1975, p.14).

One of the businessmen was, however, resistant to the idea because he had reservations based on its failures. "It was too weak to depend on. Too much dealing with interpersonal problems, and not enough with management problems." He finally went along with it.

> It was an attempt to bring in a set of viable skills, where there was a body of literature, the rationale was to see whether it would facilitate it in the system. I took the position we could run with OD, but also it could be a lubricant to facilitate change. Group process, not just small group stuff. OD, taken properly, takes in the total system (David, 1977, p. 17).

Because of its previous work in the New York public school system, CBEC had direct contact with the system's hierarchy and had little difficulty in negotiating entry into schools which would later be designated Self-Improvement High Schools. The schools were selected by Alexander P. Hedinger, Director of the Division of High Schools. Teachers were given released

time to develop programs, participating schools were allotted a sum of money for the implementation of programs, consultants were available to assist in working out problems, and group process training was offered to be the catalytic agents of school improvement. Revisions of the strategy called for the process to be taught to and used by key persons in the school to confront and develop solutions to already identified school problems. At first this was a group of interested teachers and parents. Joined by an administrator, usually an assistant principal, the principal and his cabinet later became the focus of the assistance strategy. The adoption of the process by this group would ensure that the process of self-improvement was adopted as an essential and sustained organizational practice and thereby facilitate the ongoing solution of problems.

The content or substance of the improvement strategy was that members of the school community could draw on the talents and natural creativity of its members to systematically identify and resolve as many of the school's problems as their capabilities permitted. To do this would require sequential movement through the following phases with the assistance of both internal and external facilitators: Entry, Diagnosis, Planning, Research and Development, Implementation, Evaluation.* The availability of the following elements was necessary to the successful implementation of the strategy (process): a School Improvement Planning Committee, an Improvement Coordinator, an Office of Improvement for the coordinator, an Improvement Assistant familiar with the surrounding community of the school, released time for the staff, an Improvement Program Review Committee, an improvement development budget, outside consulting services, ongoing problem solving meetings and formative

* See Davis,Case Study, 1977, p. 41, for a more complete treatment.

survey feedback for those implementing projects. The new strategy accepted what appears to be a fact of life in the New York high schools, that any significant degree of visibility and acceptance by the system as a whole is dependent on support from the power residing within the authority structure of the high schools (the principal and his cabinet). One of the principals in the project questioned the strategy of working only with the principal's cabinet and exclusive elements of the school constituency who had been included under the Collaborative Planning model:

> I think you'll be losing something if you put it (the process) into existing structures. Collaborative Planning committees brought me closer to those people I've never had an opportunity to listen to before. We'll lose the goals of Collaborative Planning if you allow the principal to stay within his own framework (Davis, 1977, p. 52).

Although the principal raised this objection, the consultants of the School Improvement Group (Model Team) went right ahead and implemented the new model which was a departure from Collaborative Planning. The new model, a six-step systematic planning process, was to be institutionalized in the existing administrative structure (the principals' cabinet) and exclude parents and community representatives from the identification of school problems.

The School Improvement Group supported its work in the schools by creating a number of internal committees to plan-evaluate directions and strategies, and train the participants (principals and Improvement Coordinators) in OD processes. These committees frequently sought support and had members from the Division of High School's APPROACH office. One of the members from the Division of High Schools played an influential role in altering the strategy to meet what the consultants considered to be the realities of the

high school system.

The Self-Improvement project was studied in two New York high schools. One of these was located in Breadville, principally serving three Breadville communities. The student population had changed rapidly from predominantly white and middle-class to predominantly Black and Hispanic on a lower socio-economic level. This school, Polk, was one of the original partnership schools and had for a long time been involved in programs of educational innovation. The school has a very large student population and has utilized over 100% of its facilities. A voluntary planning committee was charged with the responsibility for developing a school-wide plan that would make Polk a better place for both students to learn and teachers to work in. The school was allocated released time for research and development of programs after the plan had been submitted for approval and recommendations to all the members of the Polk community. Operating in the school at the time of the Improvement program was the Applied Learning Aid Team. Although this program began with federal funding, after funding ran out, the Office of High Schools continued to fund the project, thus bringing into Polk monies in excess of $300,000.00. Two active Improvement participants, who were teachers, helped train other interested teachers in the use of the ERIC system. This information retrieval system was used extensively by those involved in the Improvement project, but was also available as a resource to anyone else in the school desiring to use it. Out of the research and development efforts of teachers, many curriculum programs were implemented: Career Education, the Animal World, a Horticulture program, Reading in Subject Areas, a Major Art Program, a Media Project, a Ninth Year Mini-School, etc.

Many of the programs developed were adopted by the school as part of the regular curriculum, funded not from an outside source such as CBEC, but from tax levy, as any legitimate high school course. In this school, the Improvement Coordinator acted as an initiator, negotiator and convener of linkage exchanges with the school's department heads. Using his interpersonal skills and knowledge of power and politics, he successfully quelled an attack on the volunteerism of the experimental mini-school by the school's chapter of the United Federation of Teachers. With the cooperation and support of the principal, the coordinator and those teachers in the project appear to have utilized, with adaptation to their own needs, the processes and practices of the Improvement project.

The other school under study is located in an affluent neighborhood. The school however, does not draw its student population from the surrounding neighborhood. Students of Dolly Madison travel from less affluent areas of Bricktown and Northern Hattsville. Like the other schools in Improvement, Madison created a committee to identify school problems. This committee later broke up into smaller volunteer sub-committees to work in specific problem areas.

> The participants during this planning phase were, a core group of at least twenty teachers, a core group of at least five administrators, including the principal, five to ten students (a rotating group) and representatives of local community groups such as the Parkville Civic Council (Davis, 1977, p.).

Parents of the students were not represented in these meetings. After the preliminary draft was presented to the various groups in the school, a faculty conference was held to present the plan to the faculty, and finally the plan was presented to the school's consultative council (usually a group

of parents sitting as an advisory group to the principal), the PTA leadership, the student organization and the UFT chapter. After gaining the approval of all these groups, interviews were held to select personnel for the released time positions. Released time was allotted to develop a number of curriculum programs. The implemented programs received a mixed reception by teachers, department heads and students. Some were considered successful. Some, in the views of the participants, fell very short of their goals. Some cabinet members (department chairmen) complained that the school already had too many programs and that new ones would only confuse an already chaotic situation.

The Improvement Coordinator was a constant stimulus to those on committees to use the improvement process and recommend that a needs assessment be used to catalog problems in the school as they related to setting up the programs, and particularly the ninth year mini-school. He and others visited Polk, which had set up a mini-school, in an effort to gain more information and knowledge that would be pertinent to their own plans for such a structure. The coordinator of this school was a former UFT chapter chairman and as a result, exercised a great deal of informal power in the school.

APPENDIX C: ILLUSTRATIVE MATERIALS FROM THE SITES

Assistors and Their Relationship to the Assistors Service (8)

1. Assistors regardless of source of funding are officially part of the Central University Assistors Service. If the Assistors Service approved their selection, it is the agency supporting continuity of assistors development, and it is responsible for supervision of their work.

2. The assistors' function is a professional one, not defined by a schedule of fixed hours. Assistors are expected to do whatever it is possible for them to do as needed within the definition of assistors' function.

   Assistors are required to report to and consult on their work with the Director, attend development sessions, and fulfill all aspects of role (as defined in other documents). They work on-site in classrooms with teachers; they offer teacher consultation and workshops. They meet with paraprofessionals, student teachers, parents and administrators.

   All assistors have the same relationship to the Assistors Service.

3. Assistors always function within the context of responsive education - of helping teachers develop the classroom organization and relationships favorable to active learning.

   Assistors function within the context of voluntarism - in response to requests and to the commitments made by teachers who have accepted the framework and direction of learning communities.

   Thus, the basic location of assistors is at schools favorable to responsive education.

4. The assistor does not relate to responsive education development as fixed or limited to its beginnings. On-site work in classrooms is engaged only with teachers who want to move towards responsive education and on invitation of the teacher.

   Assistors are accessible to all teachers. All responsive education workshops at Learning Community schools are open to the teachers not working with the Learning Community.

   Assistors make themselves available to inquiry from other than responsive education teachers.

5. In the interest of building school support for responsive education, and school self-capacity to sustain change, all supervisors and administrators from the responsive education schools and teachers experienced in responsive education are invited to join Assistors development sessions.

6. On a district-wide basis response to inquiry will be built into the assistors time (described under Assignments).

On a district-wide basis, monthly workshops open to all of the district will be planned at the University Center.

District administrators and heads of programs are invited to join Assistors development sessions.

Paraprofessionals workshops will be resumed as soon as possible. The Assistor's full effort beyond just district-funded assistors is given to staffing these workshops.

Responsive education assistors aid other school personnel and other district resources in response to requests.

7. Integral to our support for teachers is the University Center, offering teachers, as they experience their own learning and enlarge their repertoire and understanding, the physical and psychological setting for understanding the learning process and the conditions and relationships that foster this process. All assistors use the University Center as the major supplementary support for their on-site work with teachers.

Assignments

All assignments of assistors are made in response to need.

The Assistors Service response to schools in the district has always been greater than what was made possible by Title I funding. This allowed flexibility of assignment in response to need which was maintained even when Title I funding was funneled through individual schools.

We will continue to assign assistors who are district-funded in response to need.

Some schools serviced in the past will need less Assistors help because they have fewer responsive education teachers or have moved further towards school self-capacity for support of their own change. Others will need continued support to assist with necessary adaptations due to the multiple effect of recent shifts in teacher placement.

Assignments to schools will be made definite as soon as conditions seem stable, leaving room for response to inquiry and for workshops.

It is hoped that the assistors can plan for time to answer new inquiries either from responsive education teachers we already know who are now placed in new schools or from a new group of teachers.

JOB DESCRIPTION AND QUALIFICATIONS FOR EDUCATIONAL IMPROVEMENT COORDINATOR POSITION (1)

The Educational Improvement Coordinator will be selected by, report to, and be supervised by the Principal of the School. An Office Assistant (School Aide) will report to the Coordinator. The utilization of the released-time positions and the Research and Development budget allocated to each school by the Division of High Schools will be administered by the Coordinator, who will report on the progress, evaluation and results to the Principal.

Primary Responsibilities

The initiation, administration, and coordination of planning, development, implementation, and evaluation of projects, programs, and related activities required to achieve the goals set forth in the School's Educational Improvement Plan are the primary responsibilities of the Coordinator. This may also include coordination of experimental programs introduced by the Program Review Committee, including appropriate evaluations. This position also involved the utilization of all available consulting resources, including the various Bureaus at the Board of Education and such other government, industry, or other agencies as may provide assistance and advice.

Specific Duties

1. The Coordinator will:

   (a) orient faculty, administration, parents, students and community representatives on the role of the Improvement Planning Committee, the Program and the Coordinator;

   (b) upon completion of the Educational Improvement Plan, schedule, organize, and conduct regular monthly meetings of the Improvement Program Review Committee.

2. Depending on local decision, the Improvement Coordinator will:

   (a) organize and serve as moderator of the School's Planning Committee to develop the School's Improvement Plan, including reporting and administrative responsibilities for publishing, revising and finalizing minutes and proceedings of the Planning Committee; or

   (b) if a decision is made to select another person to serve as moderator, either from the same School, another school or from industry, assume responsibility for the organization, reporting, and administrative roles noted above.

3. The Improvement Coordinator will establish and maintain close rapport with Principal, Assistant Principals, and "released-time" teachers working on the renewal projects. This includes responsibility for assuring that "released-time" personnel receive needed resources and assistance.

4. The Coordinator will assist "released-time" teachers in the preparation and collection of data and in reports to the Program Review Committee on the status and results of programs. This includes special evaluation studies as well as monitoring ongoing programs. It may also involve orienting teachers in the use and value of quantitative data.

5. The Coordinator will assist school personnel in initiating and developing new programs under the direction of the Program Review Committee, consult with faculty and administration, and advise in selection of teachers to assure the most objective trial of programs.

6. The Coordinator will establish and maintain effective working relationships with personnel in the Curriculum Bureaus of the Division of Educational Planning and Support and in the Division of High Schools.

7. The Coordinator will consult with appropriate Bureaus of the Board of Education and other agencies, as required, regarding the feasibility or evaluation of projects either generated or proposed by the School Planning and Program Review Committees.

8. The Coordinator will develop and maintain contacts with appropriate community organizations in the vicinity of the school.

9. The Coordinator will maintain a working relationship with and utilize the resources of "Wide Gates" industry, labor and such other public and private agencies as may provide assistance and advice.

10. The Coordinator will develop a working knowledge of and a personal acquaintance with various funding sources, including foundations.

11. The Coordinator will develop and maintain effective working relationships with and provide consultative advice to "feeder" schools.

Qualifications

1. Interest in experimental approaches to learning, along with creativity and flexibility to adapt approaches to meet specific conditions and resources available.

2. Minimum of five years' experience in the school to which assigned.

3. Some counseling or guidance experience also desirable.

4. High degree of skill in interpersonal relations, combined with persuasive skills.

5. High degree of oral and written communication skills.

6. Interest in bridging the gap between the school and the community.

7. Respected by peers for commitment to providing a quality education for all students.

8. Some administrative experience, or at least a flair for administrative work.

9. Ability to recognize the need for and initiate and/or recommend new programs.

10. Capacity to work closely with a variety of different members of the faculty of varying temperament and philosophies within the school.

11. A position within the school which affords the respect and admiration of colleagues of varying backgrounds and philosophies.

East Town Objectives of the School Process (9)

The Savery Education Center should:

1. Provide a wide variety of educational experiences for students.
   a. Avoid the separation of students into rigid tracks or curricula.
   b. Offer a wide variety of courses.
   c. Provide learning experience in other institutions, including other schools.
   d. Provide direct interaction with the world of work.
   e. Provide individualized instruction.
2. Organize educational activities so that every student finds relevance in them to his(or her)own concerns and curiosities.
3. Provide students with enough free time to give them a sense of autonomy in their educational growth, but not with so much so that they feel bored.
4. Make every course interesting to the student taking it.
5. Provide quiet places for study.
6. Provide both personal and occupations counseling for students.
7. Encourage friendly relations between teachers and students.
8. Recruit staff members who:
   a. feel that their direct responsibilities to students have priority over all other professional responsibilities.
   b. are willing to experiment.
   c. are willing to take initiative.
   d. can develop order without coercion.
   e. have high reasonable expectations of students.
   f. take an interest in the home and community of their students.
   g. are competent in their fields of instruction.
9. Provide additional training for staff members.
10. Involve parents, teachers, and students, as well as administrators, in decisions about educational policies and practices.
11. Involve parents, teachers, and students, as well as administrators, in decisions about how school is to be managed.

12. Be a center for community activity, including the education of adults in the community.

13. Serve as a model for other comprehensive high schools in teaching methods, educational materials, and other innovations.

14. Work with other agencies to revise requirements for graduation, college entry, and employment.

15. Be efficient in the use of people, money, time and space.

16. Develop an organization that fosters initiatives, variety and change.

17. Make racial and ethnic integration an educational asset.

18. Be a place where students and staff enjoy being.

19. Develop an organization that is of human scale.

Possible Outcome Objectives of the Savery Education Center:

Every East Town Student Should:

1. know himself (or herself), what he (or she) can be and do and what his (or her) limitations are.
2. be mature, able to handle freedom and responsibilities.
3. have a set of ethical principles and know they apply to his
4. be conscious of his (or her) responsibilities to society.
5. be able to take initiative and exercise leadership.
6. be adaptive to change, and prefer change to stability.
7. enjoy variety and take advantage of it.
8. relate to others (adults and peers) openly, easily and honestly.
9. know how to go about solving personal problems.
10. develop his (or her) talents to the fullest possible extent.
11. have a sense of strength, of control over his (or her) own life.
12. be able to make careful observations.
13. be able to think clearly and critically.
14. know his (or her) culture and heritage.
15. understand and respect other people, cultures, and societies.

16. have respect for individual rights.
17. know how individuals, organizations and societies change.
18. be aware of current social, economic and political issues.
19. be committed to some form of community service.
20. be acquainted with various careers he (or she) might follow.
21. know how to apply for, get and hold a job.
22. know how to be a wise consumer.
23. be healthy and know how to stay healthy.
24. engage regularly in some form of art, craft or sport.
25. know about science.
26. know about mathematics.
27. be able to write well, speak well, and read well in at least one language.
28. know how to design and conduct his (or her) own education in the future.
29. want to continue his (or her) education throughout life.
30. students and staff should work together (Paoli, 1977, pp. 2-7).

Southend Intermediate School Objectives (2)

I. Mini-School Goals

Goal-----A. To provide a humanistic atmosphere for students and staff.

Means----1. "...Create a school of three or four hundred students."

2. Divide the students and staff into five families
   a. Each family will consist of four classes and four teachers.

3. Teachers will provide for the social and personal needs of their students, i.e., guidance, counseling and health referrals.

4. Seek student participation in the decision making process.

5. Open channels of communication between the students and teachers.

6. Policy decisions will be made on a shared basis.

Goal-----B. Instill a positive attitude toward the Mini-School and the educational process among students and staff.

Means----1. Implement Goal A.

2. Offer a variety of student activities.
   a. Provide opportunities for student-directed activities.

3. Remain flexible and guarantee teachers the right "...to change learning situations to meet his/her students' needs."

4. The educational process should reflect the students' needs, not the teachers.

Goal-----C. Raise the level of reading competence among the schools' students.

Means----1. Test all students at the beginning of the year.
   a. Use the Metropolitan Reading Test for raw score and the California for diagnostic purposes.

2. Develop reading remediation programs.

3. Use student teachers in a reading-tutorial program.
   a. Employ programmed learning materials on a prescriptive basis.

4. Language arts curriculum will include a thorough reading program.

5. The other disciplines will also include reading remediation as one of their objectives.

Goal-----D. Offer a variety of learning experiences.

Means----1. Use team teaching approach.

2. Offer elective program with sundry courses. (See pages 6 and 16 in the Mini-School Handbook for a full description.)

3. Have special in-house programs and out-side of school programs. (See page 15 in Mini-School Handbook for details.)

Goal-----E. Provide an in-school guidance program, augmented by community health facilities. (See page 5 in the Mini-School Handbook for details.)

II. Team Goals

1. The awareness of the community as a neighborhood structure.

2. Community involvement.

3. Awareness of one's role in the neighborhood community, and the wider communities of city, nation and world.

4. To attain maximum aspirational levels.

5. To develop both career and college awareness.

III. Team Attitudes

1. A positive attitude toward self.

2. A positive attitude toward school.

3. An attitude of respect and understanding for others.

IV. Teacher Goals

1. An increased understanding of the children.

2. An increased understanding of the community.

3. An increased understanding of our role in the community (Memo: Mini-School Report).

Communications Theories Class (9)

This course is not a Basic Skills course. All students have a 9.0 reading level or higher.

This teacher's classroom is one of the largest classrooms at East Town. It is decorated with posters, charts, lines of poetry, paintings and mobiles. It is a sunny classroom, and it has a happy look and feel. The chairs are always arranged in a circle in the center of the room, and the teacher's desk is in one of the corners of this room, only to be used for paperwork when the students are not there.

Before the class started, the teacher explained to me that she had given to the students the day before, a sheet of paper which tried to set the mood for them to deal with Maslow's theories of human needs. She said that she had asked them to divide up into groups and had given them cards that had written on them those human needs that Maslow saw as important. She had asked the group to place them on the blackboard in order of importance, from most important to least important. "Some", she said, "seemed to have had a hard time doing it, and many expressed frustration at having to do this. So today, we will discuss what happened yesterday and then we'll go on discussing Maslow's theories."

By then, all the students have come in and are sitting in the circle. The teacher and I are also part of this circle. She begins the lesson by saying that she realizes that yesterday's class had not been all that good. "I guess lousy is the word," she says. "I failed in trying to make this class an interesting thing for you." Most of the students laugh, and some say out loud that she is right. One student says that he felt very frustrated because what he thought was important did not find support in his group, and he ended up feeling rejected and not respected.

The teacher supports him and tries to get him to give examples. The boy says that for him beauty is the most important thing as far as needs are concerned. "Not physical beauty," he says, "but soul beauty, heart beauty, the beauty of a song, a poem, a blue sky." He added that his group had not listened to him when he voiced this opinion, and that had hurt him. Another student agreed with him at this point, and this was followed by a long, active discussion in which all present participated, each sharing his or her own feelings about what were the basic human needs.

The class was conducted like a seminar, and the students were constantly encouraged to speak their own minds openly. I sensed a lot of respect throughout this whole discussion, not only from the teacher to the students, but from the students towards her and each other. The emphasis seemed to be on personal honesty and care for each other as persons, as well as on learning how to deal with conflict in a constructive way.

After a while, the teacher stood up, and passed around a sheet of paper which contained Maslow's actual hierarchy of needs as he saw them. She presented the concepts to them and explained each one, then opened the class for discussion.

Again, a lively discussion follows. Some students don't agree at all with Maslow. The teacher tells them that their answers are all as right, true and good for them, as Maslow's are for Maslow. Then they set off to answer some of Maslow's questions that are written at the bottom of the sheet. The teacher asks other questions as well, and helps and reassures when the answers are given. Her rapport with her students seemed to be excellent. She seemed to know each one of them individually, and seemed to relate to each one's unique needs. The students responded to her with obvious love and care.

The Period ended without anyone noticing it, and someone had to come from the outside to tell us. The students left reluctantly. They had obviously enjoyed this class. As they left, I could hear them still talking about the subject.

Visual Thinking and Art and Math Class (9)

An example of how a Math class can be made a unique learning experience for the students by incorporating Art into it, is found in courses such as Visual Thinking and Art and Math. It is also a way of dealing with a shortage of Art teachers and using the talents of the staff in different areas. The following is a transcription of a visit to one such class.

"I went into teacher X's classroom to observe her Math and Art class, and she told me that this class was taught in the Art room, so I walked with her downstairs to it. While we were walking, she explained that this class had evolved from her Visual Thinking class (geometry) when the Art department was completely wiped out by budget cuts. The decision to do so was made by the Administration, since she had always had a high component for art in all her classes. In order to help her, they had hired a young man, an alumnus of East Town, who had been very good in his Art classes.

When we arrived in the classroom, there were about twelve students busily working on their own. The Art Room at East Town is a rather small room, but sunny and cheerful. It is decorated with lithos of famous painters such as Picasso, Van Gogh and Gaugin, and art work made by different students. There are mobiles hanging from the ceiling, sculptures, silkscreens, and other different kinds of art media. The equipment seemed to be good, in working order and accessible.

The teacher explained to me that the class had evolved into a kind of tutor-

rial format, since each kid was going at his own speed and was doing something different. She went on to say that about half of the kids were Math students, and half were Art students. The Math students had to do homework and lessons related to geometry, and the Art students did not have to, but both groups did art work. The Art students were doing silkscreens and the assistant teacher was teaching them how to do them correctly. The students had created their own designs, cut their own stencils, and had decided to print their own t-shirts.

The Math students had wanted to print their own silkscreens on t-shirts also, so the teacher had stipulated that before they could do so, they had to calculate the areas of the designs correctly. This involved all sorts of geometric figures and formulas. Only when they did this, could they cut the stencils and use the silkscreens. This was an interesting process, since most students chose to do Spider Man, and had to calculate the area of every little triangle and other shapes in the body of Spider Man. The students did not seem to mind this process, and were working away diligently in order to achieve their goal.

I walked around the room, and there were students working at different stages of the process. Some were still engaged in calculating areas (the teacher was helping them), some were cutting stencils by themselves, and still others were using the silkscreens with the assistant teacher's help. The atmosphere in the room was one of hard work and concentration. The students helped one another constantly, and asked questions whenever they got stuck on something. They seemed to feel at ease and happy in their work. When the period ended, they put their work away, cleaned the room and left. Some stayed to ask the teacher some questions about their work.

I went to this class several times and the atmosphere was basically the

same always. I had visited a Visual Thinking Class the previous cycle, and they were doing a similar kind of project, but instead of silkscreening their results on t-shirts, they had painted large murals on all the walls of the third floor (Paoli, 1977, p. 20-26).

Setting: Teachers of Corridor 1 Join Together to Conduct a "Staffing" Session (8)

Teachers arrive and are all seated a little after 2:30 p.m. Teachers sit in that part of the classroom which is an open space and is most usually used for meetings during the regular school day, by the children and their teacher. They pull chairs around a rug on which children sit during their meetings. The meeting commences at 2:35.

Teacher MVH, who will chair this staffing meeting, calls the meeting to order. She says they have only 25 minutes to conduct this meeting because the teachers are scheduled to attend a meeting downtown in connection with the AGE project. She suggests that the meeting start immediately and no time be wasted.

MVH asks teacher QN to "present his child." QN states that he had decided to present Sarah (name changed to protect the child by recorder) because "I am not sure what I should do next with her, and I want help. I've tried a number of things. And I've talked to some of you about her and I've talked to some of the learning disabilities people here from Downtown College but I would like some help."

MVH says that QN will present data about the child under the categories of "Family Background", "Physical Characteristics", "Competencies", "Social Relationships", "Teacher Observations of Child."

Teacher QN says he has been "worried" about Sarah because she "cannot remember anything." She forgets the names of things twenty minutes after she has been told what they are. She forgets the names of the letters of the alphabet. He says Sarah is seven years old and is in his K-1 classroom. She started school last year. She is about 3ft. 6ins. tall. She is healthy, eats well, is very attractive, very cute. People are attracted her. She has very attractive manners.

In terms of her "gross motor coordination" he says Sarah can "hop, skip and jump. She likes to jump a lot especially in the gym." He notes that "she is slightly pigeon-toed and this makes her movements a little clumsy and awkward." In terms of her "fine motor coordination" QN observes that Sarah "points with her middle finger." She "sucks her pencil." He adds that "she has very poor eye and hand coordination" and illustrates this point by saying that "Sarah has difficulty copying things off the board. In fact she finds it impossible after the first few minutes." He says that this may also indicate that the child "has a very short attention span."

Referring to her academic performance, QN states that he has tried to read with her. He finds that "she cannot hold anything." He says she forgets the word she has just read after she has been told what it is. She has special problems with the letters "Q, R" and some others. She reverses letters when she is writing, also numbers and the sequence of these letters and numbers. He says she is on the Merril Linguistics text. He says he has tried organic reading with her but he has not had much success with this either.

QN says Sarah "will not initiate any reading." He says he tries to "give her ten to twenty minutes of individualized reading every day, as he does with a number of kids." He states she says "No I don't want to do it." He says her "number concepts are good. She can add. But she will forget from one day to the next."

Describing her interests he says "she loves clay, cooking, playacting, cutting, and pasting." He says she will do this for as long as half an hour. Describing her Social Relationships, QN says Sarah has "acted like a catalyst, bringing people together. She has brought the Hispanic children into closer contact with the non-Hispanic children. She does not relate to large groups of children but instead works with one or two children at a time." She will spend a month with one or two children "then she moves on to another child or a pair of children." "She does not have any one steady friend as many of the children have." He adds "she demands a lot of attention from adults."

QN continues that in terms of her family background, Sarah has two older brothers. She is an adopted child, and that she "was adopted when she was 2 or 3. She used to live in Panama before she came to this country. Her family is very supportive." QN says that they do not put any pressure on her to read nor do they put pressure on him to teach her.

QN says he had tried a number of ways to get her interested in reading. He has tried to get her into cross age tutoring situations hoping that she would enjoy working with another child, but he says she "doesn't want to do it." He says he is being helped by some student teachers at Downtown College Special Education Program. They have recommended that she receive "a more formal type of instruction." She says they feel that Sarah's time should be "more structured" and that she be told firmly that she "do this at this time." He says these special ed. teachers indicated further, that Sarah "was (not) visual in her learning mode, that she was aural." Therefore she should have words sounded out to her and receive a lot of aural instruction. QN says he thinks this is a good suggestion as he has himself experienced that Sarah responds more to aural directions, and also that she has poor work recognition when it is presented visually as in reading a book together.

At this point MVH, who is chairing the staffing meeting asks if he feels he had completed presentation of all "important data" about the child. QN says "I think so, at least as much as I know." He laughs. MVH says she will now review the data presented by QN. She does. She asks QN if she has left out anything. She asks the group if she has included all the material QN provided. Hearing no suggestions MVH says it is now time for the teachers to ask QN any questions that would provide more information about the child.

Teacher DL asks if Sarah has any close friends. QN replies that "she switches", but that while she has them she is close to them. School Improvement Group member DC says it is "significant" that she gets along very well with other children. Teacher SM says "she is very spoiled." Assistor teacher WD immediately says "How do you say that? What behavior indicates that?"

Teacher SM replies that she has often spoken with Sarah and that she uses "baby expressions and demands a lot of attention. She clings to an adult and tries to please the adult." MVH says that she also met Sarah when she was a cluster teacher in QN's class. She says this is true. "You all have to come down and meet her." Teachers nod.

Assistor teacher WD asks "what is her general tone?" QN says she is "even, but moves around the room a lot. She is not noisy." MVH says "she samples activities like a buffet." WD asks "what kinds of fantasy play does she get involved in in the housekeeping area?" MVH, "what about clay? What does she do with it?" QN says "Sarah pats the clay, she also sometimes puts it in her mouth."

QN says there is one important thing he forgot and which he would like to share with the group. He produces a wooden boat that he says Sarah made. There are exclamations among the teachers. One or two of them reach for it and examine it closely. The boat is of raft design with a mast and a sail. It is about eight inches high and the base is a piece of wood about four inches square. One teacher says "It's beautiful." QN says Sarah was very interested in making the boat. "She initiated" the activity. She did it in stages. She cut the wood. Then another day she came and asked QN if she could paint it. She glued the mast and the sail. She stayed at the activity until she completed it. "--says she had seen some other children make boats too and she was interested." Teacher SM says "It just doesn't follow, from everything you have told us about her." Teacher's Assistor nods emphatically with a smile.

WD asks if parents will be supportive if QN provides many more manipulative experiences and "holds back on the reading." QN says he has found the parents "as I say very supportive. They are very concerned about whether she is happy in the classroom. They are not pushing anything."

School Improvement Group assistor BI asks if Sarah has shown interest in other manipulative materials like sand and water. QN says he has clay in his room and she enjoys that very much. He says he had a sand table in his room last year "but it didn't work out. I don't want it." BI says "that's absolutely fine." WD adds "Yeah, if you're not comfortable with it, what's the point."

QN says he would like to add another thing that he forgot to mention. He says parents told him that Sarah was allergic to milk. She had developed "a million and one allergies before the doctor discovered what was the matter." One of the teachers nods.

MVH says she would like at this stage to review the child's interests and achievements and says she would like in particular to mention two projects that Sarah initiated viz. the clay activities and the construction of the boat. WD suggests that they move to recommendations as they are running out of time. MVH says "okay." Teacher WS has agreed to note the recommendations that teachers will make, review them and give them to QN. WD says "the child appears to have interrupted development." She cited early adoption at a "critical stage." WD adds "Sarah appears to be a very bright child." She cites her work with the boat and her interactions with her peers. She recommends that the child be given "the benefit of a rich nursery school curriculum, because she has not had it and

she apparently wants it. And let's hold the reading for a while, till she is more ready. And she will be with the other rich experiences."

Other teachers concur with this recommendation. One teacher suggests that Sarah be given activities that will help her develop fine muscle coordination. Another suggests that pictures be used to help her verbalize and therefore develop language, as a preliminary to written language.

Teacher WS reads back recommendations that have been made by the teachers and recorded by her. MVH asks WS to give these to QN so that he can use them in designing his work with Sarah. MVH also adds that the recommendations will serve as a record when teachers review Sarah's progress at a later time which can be decided on or at QN's convenience. MVH calls upon assistor teacher WD to critique the staffing.

WD, in her critique says "QN you were absolutely marvelous. Your material was very thoughtful and very carefully presented. I felt I had a very good picture of the child, though I have not had the opportunity to observe her." She asks teachers if they "got a good picture of Sarah." They nod yes or otherwise assent. She says MVH was "especially helpful when she explained the format and reviewed information as it was presented. She adds "QN, you were superb. We hardly had to ask any questions because your information was so thorough."

QN says he found it very "helpful" to meet with MVH during lunch to review the information he had collected and familiarize himself with the format utilized by MVH. He said "she was very helpful and she showed me how to do it."

Assistor teacher WD adds "the recommendations are sound. We will check with QN in a month or so." MVH says it was important to note that "the recommendations flowed out of the information presented."

(Karunakaran, FDF, 3/22/76)

III A 2. Development of the Parent Role (8)

a) It was noted earlier in response to this question and in the case study that parents had already exhibited considerable skill in achieving and exercising political power, in relation to their schools. These parents had also approached the School Improvement Group and urged it to enter their schools and introduce the Learning Community program there. Thus the School Improvement Group's major input into the training and educating of parents was in the pedagogical practices that the School Improvement Group utilized in the Learning Community program. Thus, parents, in interviews with this writer, have spoken of the fact that they were given Cuisenaire workshops to understand the new math being taught in Learning Community classrooms. Parents were invited to join teachers in reorganizing classrooms. Parents were invited to contribute "found" materials for use in their children's classrooms. In each of these activities, the pedagogical rationale was explained to parents, mainly in terms of children's growth and development. Thus the School Improvement Group familiarized parents with the nits and grits of the Learning Community program so that they could talk about it knowledgeably to other parents. It should also be stated here that several of the parents had already read about these innovative uses, in articles about the British Infant Schools (e.g. the Featherstone articles in the Saturday Review). What the School Improvement Group appeared to have done was to help parents see what a program of this sort would look like on a daily basis, e.g., one parent remarked in an interview that she and other parents talked endless hours about toileting, and how it wasn't necessary for all the children to go to the bathroom at the same time, but that children could be trusted to go

on their own when they needed to. It appears therefore that the School Improvement Group actively involved parents in discussion and action on the specifics of daily school experience of their children. It is also possible to reduce from descriptions given by parents and the School Improvement Group that the latter modeled and demonstrated a particular approach to schooling that parents saw and approved. Thus the School Improvement Group director, her first assistor, and the first teachers who were involved in the Learning Community program in School E, an all-Black school in the neighborhood of Central University, modeled ways of speaking to children and asking them questions. They modeled ways of introducing curriculum ideas that were linked to children's own questions and ideas.

However, more basic than this approach to training and educating parents was and is the School Improvement Group's reliance on the knowledge and special ability of parents. The early writings of the School Improvement Group director testify to the view that schools must rely on parents as a resource in better meeting the educational and social needs of children in schools. Possibly, the early conversations of the School Improvement Group director with parents repeatedly advocated this view. During this study, this writer has seen specific examples of this reliance on parents. At the monthly parent breakfast meeting at the University Center, parents talk about their experiences with their own children. The School Improvement Group invited parents to undertake a documentation of their own and their children's experiences with the Learning Community program. Parents present accounts of their activities in their schools for the benefit of parents from other schools. The assistors work with teachers to facilitate ways in which parents can be actively involved in working in classrooms. Parents support

the program by providing materials, through fund raising, and through political activity. Again, teachers are encouraged to rely on parents for their own assessments of their children and to suggest ways in which the teacher can facilitate the child's progress in school.

b) While the School Improvement Group makes much use of written and audio-visual materials in its work with teachers, it uses these in a much more limited way with parents. This appears to be consistent with its position that it does not profess to "train" or "educate" parents but relies on what they already know as parents of children and to bring this into the schools. The very presence of parents in schools is seen as having a salutary effect. I will note however, some materials which have been used in relationship to parents. The School Improvement Group appears to think it important that parents know what the School Improvement Group is doing in their schools, not merely through observation of these activities but also to become familiar with the School Improvement Group's rationale for this work, projections for future work in the schools. Thus the School Improvement Group director circulated a report of its work to the Rockefeller Foundation, (it still has some funding from this agency). The School Improvement Group director requested mainly veteran parents to read the report and participate in a discussion of their reactions to the report. Similarly, the School Improvement Group director suggested to parents at one meeting that they acquire the School Improvement Group publication (cost $3.00) "The Responsive Education Assistor", for parent rooms in their respective schools. The bilingual parent facilitators receive most of the materials that are circulated to the Assistors, since for all intents and purposes they function as

assistors in their schools. The School Improvement Group has also been observed to distribute, again mainly among the veteran parents or among those parents who come to the workshop center, materials that are consistent with its own position on standardized testing, or bilingual education, on teacher layoffs, etc. But I think a more significant point in relation to the School Improvement Group's work with parents is the fact that it appears to encourage parents to generate their own materials. Thus parents have been involved in a documentation of their own and their children's responses to participation in the Learning Community program. Parents at School D have been working with assistors assigned there, over the past five years, in documentation of their efforts in their school. This has included slide tape presentations, photographic essays and flyers. Parents have also been regular contributors to the School Improvement Group's own periodical publication "Notes". Thus parents, more importantly are seen as generators of materials than as recipients of information from the School Improvement Group.

Monthly Announcement of Workshops

HOURS OPEN: MONDAY THROUGH THRUSDAY: Sessions start at 4PM and continue until a good finishing point is reached. At the conclusion of each scheduled workshop, University Center staff members are available until 7PM for conferences, jam sessions, film and slide showings, and help with individual projects.
SATURDAY (only when listed): 10AM - 1PM

DAYS CLOSED: November 1, 2, 11, 25

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* Introducing a New Monthly Feature:
* Seminars on Topics of Special Concern
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* Carlos Chavez, Principal, School A
*
* on
*
* BILINGUAL TEACHERS AND THE PRESENT CRISIS
*
* Wednesday, November 3, from 4 till 6 PM
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MONDAYS BEGINNING READING (cont'd.): For Older & Younger Children
with Mary Barker

MOVEMENT (cont'd.): Body Awareness for Younger/Older Children
with Sheelagh Barnard

TUESDAYS MAKING SIMPLE MACHINES: Upper Elementary & Junior High Grades-Balances, Incline Planes, Pulleys
with Malcolm Budd and Sheelagh Barnard

PHOTOGRAPHY FOR BEGINNERS, WITH/WITHOUT A DARKROOM (Limit: 5)
with Clifford Dong

WEDNESDAYS ART WITH FOUND MATERIALS
with Clifford Dong and Chris Lightfoot

THURSDAY MATH: Symmetry and Balance for Younger/Older Children
with Nicholas Hill and Sheelagh Barnard

ONE TIME WORKSHOPS:	Saturday, November 6:	For Adults with Children - WOODWORKING (Limit: 20)
	Thursday, November 18:	SOURCES OF CURRICULUM with Marian Barber
	Saturday, November 20:	For Adults with Children - PATTERNS WITH SOUND: Music & Rhythms
		For Teachers - MAKE AND TAKE CURRICULUM MATERIALS

A Learning Community Continuum of Teacher Development (8)

Stages of Development	Projects, Facilitative Structures, Strategies
1. Interested teacher states that she/he would like to "work in an open way" or "relate to children so I can know them better". On-site Learning Community Assistor says this requires a commitment to making changes over time, working with other teachers, to accepting help from an Assistor.	Assistor works side by side with teacher in rearranging classroom into activity areas to "better meet children's needs" and to meet the need of the teacher to respond to children on an individual small group and whole class basis. If school has no on-site advisor, teacher might come up to University Center, where a staff member will discuss classroom rearrangement with her, by building or drawing Learning Community classroom.
2. Teacher experiments with classroom arrangement and with ways to relate to children. Use by children may suggest alterations, additions.	Assistor provides aid within the context of the teacher's present state of development as opposed to an abstract expectation. Models interaction with children. May suggest visits to other classrooms to observe, talk to other teachers to learn about <u>their</u> experiences with classroom reorganization, curriculum development. Attends (rather than participates) in weekly Learning Community meeting. Also has one to one conferences with assistor. Assistor visits teacher in class offers assistance.
3. Develops working relationship with one or two teacher within Learning Community. Tries to individualize reading, brings in additional materials to enrich activity areas created. Increased informal interaction with other teachers in Learning Community. Tried record keeping on individual children's progress.	Assistor brings in additional resource materials to help teacher develop rationale on classroom management, e.g. of record keeping procedures, use of cooking area, etc. Assistor help, classroom visitations, apprentice relationship with teachers and advisor, corridor meetings continue. Attends University Center sessions on making math, language games. NOTE: Assistor does not introduce these "book sources" until teacher has personally experimented.

4. Teacher undertakes joining curriculum planning with other teachers. Children go on joint field trips, visit each other's classes, work together in the corridor.	Assistor encourages teacher to report at Community meeting on aspects of classroom. Asks for and receives suggestions for classroom development.
5. Begins to make contributions to the development of student teacher assigned to classroom, is increasingly able to rely on the help of parents, paraprofessional. Is able to delegate authority, to see these persons as collaborators in the child's learning process. Is less insecure about children's choice of activities, about individual learning styles and rate of development.	Assistor helps teacher with ways to incorporate parents, students teachers, paraprofessional, into classroom and Community. Suggest teacher talk with another teacher who is sensitive to parents' needs, for example. Helps teacher develop more satisfactory ways to report progress of individual children, to parents, and with greater frequency as opposed to the end of term, graded report card, etc.
6. Teacher offers help to an inexperienced teacher in the Learning Community. Also offers her special expertise to other teachers. Visits and observes in other Learning Communities in the school.	Corridor structure offers proximity and support interaction among teachers and children. Assistor suggests teacher do a macrame workshop for other teachers during Learning Community meeting.
7. Develops greater skills of observation in classroom and corridor. Able to appreciate variety of children's ability, ability to reflect upon and plan according to children's individual patterns of intellectual and social development.	Participates in a "staffing meeting" of the Learning Community where she reports on a child in her class, offering and learning from other teachers' collective perceptions about the particular child. Agrees to try out suggestions for further classroom provision for the particular child.
8. Teacher is interested in visiting and observing open education settings in other schools, which she has heard some of the other teachers talk about. Wants to develop some framework for more insightful study of children.	Assistor is able to arrange with other assistors serving in other schools for visiting days. Teacher also participates in Vermont School's six-week documentation workshops in Vermont with which the project has had a long and close relationship. Open Ed. teachers from many parts of the country are here.
9. Local teacher colleges ask specifically for student teaching placements in teacher's classroom and in Learning Community.	Teacher attends and participates in Experienced teachers meetings at Univerisity Center. Reflects upon personal and professional growth. Shares complex insights about children.

10.	Invited to serve teachers as teacher-assistor. Some schools had money to release teachers for training as assistors with the Project.	Teacher-assistor visits other schools, joins the Assistors for weekly meetings, individual and small group conferences with Director and other assistors. Attends weekend retreats in Connecticut for long time "friends and participants" of the Project. Social plus work sessions, communally prepared food, swimming, followed by morning work sessions on learning styles and patterns of child and adult developmert.
11.	In spite of full time return to classroom cutbacks teacher-assistor continues to offer support and leadership for new and struggling teachers, e.g. transferred teachers, teacher whose grade levels have been switched.	Holds workshops, during lunch hour in math and reading and art.
12.	Teacher is increasingly concerned in maintenance of Learning Community, in the face of budget cuts, teacher loss of morale at transfer of Learning Community colleagues.	Teacher encourages other teachers to return to Community meetings. Asks teachers for agenda suggestions. Assistor now assumes role of interested spectator and occasional contributor as teacher assumes major responsibility for facilitating Learning Community interaction.

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PARENTS AND METHOD

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EVENT SITE DATE 111275 RECORDER 74080 PAGE 01

PARENTS BEGIN WORK ON LEARNING COMMUNITY PROG THEY HAVE STARTED

31011 31041 93000

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BIT 04

TEACHERS FROM THE FOUR CLASSES IN THIS LEARNING COMMUNITY HAVE ARRANGED TO ASSEMBLE THEIR CHILDREN IN THE SQUARE SPACE AT ONE END OF THE CORRIDOR, WHICH IS THE STARTING POINT FOR LEARNING COMMUNITY ACTIVITIES HERE. AS YEAR PROGRESSES, COMMUNITY ACTIVITIES WILL EXTEND ALL THE WAY DOWN CORRIDOR.

01021 20021 90920 90130

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BIT 05

AROUND 10 A.M. TEACHERS BRING THEIR CHILDREN TO SIT IN SPACE TO HEAR INTRODUCTION REMARKS ABOUT PROPOSED LEARNING COMMUNITY PROGRAM, BY TEACHER. TEACHER PQ TELLS CHILDREN THAT "SOME OF THEIR PARENTS HAVE SAID, VERY KINDLY, THAT THEY WANT TO HELP THE CHILDREN HAVE FUN IN THE LEARNING COMMUNITY." SHE EXPLAINS THAT CHILDREN WILL COME OUTSIDE THEIR CLASS, INTO THE CORRIDOR TO WORK IN ART OR CUTTING AND PASTING AND OTHER ACTIVITIES.

01021 20021 31041 91610 X00051 90410 90130

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BIT 06

TEACHER PQ EXPLAINS TO CHILDREN THAT EVERY MORNING TO 10 A.M. 4 CHILDREN FROM EACH CLASS WILL BE PERMITTED TO WORK IN THE CORRIDOR. CHILDREN MAY STAY TO WORK OUT IN THE CORRIDOR AS LONG AS THEY LIKE. WHEN A CHILD FINISHES, S/HE SHOULD INFORM A PARENT S/HE WOULD LIKE TO RETURN TO THE CLASS. THE CHILD RETURNS TO THE CLASS TO BE REPLACED IN THE CORRIDOR BY ANOTHER CHILD. IN THIS WAY NO MORE THAN 16 CHILDREN ARE OUT WORKING IN THE CORRIDOR, AT ANY TIME.

X00051 20021 90410 90340 30991 90130

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BIT 09

TEACHER PQ ASKS CHILDREN IF THEY HAVE ANY QUESTIONS. ONE CHILD ASKS IF THERE WILL BE ANY PAINT. ANOTHER CHILD WANTS TO KNOW IF THERE WILL BE ANY JIGSAW PUZZLES. ANOTHER CHILD WANTS TO KNOW HOW LONGER HE CAN STAY ON THE CORRIDOR. YET ANOTHER ASKED HOW THEY WOULD KNOW WHEN IT WAS OVER. PQ RESPONDS.

X00051 20021 11991 90340 90320 90410

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PARENTS AND METHOD

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COMMENT 01

NOTE THAT CHILDREN ARE ACTIVE PARTICIPANTS AND THEIR COMMENTS AND OPINIONS ARE SOLICITED. CONTRAST TRAD. CLASSROOMS.

92200 90500 90130

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BIT 10

ALL CHILDREN RETURN TO CLASSES. THEN 4 CHILDREN FROM EACH CLASS COME OUT TO WORK IN THE CORRIDOR EACH CHILD WALKS UP TO A PARENT AND THE PARENT WALKS HIM OVER TO ACTIVITIES LINED UP AGAINST THE WALL. THE OFFERINGS FOR TODAY ARE: PICTURE GAME, DRAWING, PLAY A GAME, MAKE A CALENDAR. CHILDREN MAKE CHOICES ABOUT WHAT THEY WOULD LIKE TO DO.

20021 20991 31041 90130 90310 93000

COMMENT 01

I FEEL THIS WAS AN UNNECESSARILY ELABORATE PROCEDURE. CHILDREN COULD HAVE BEEN INFORMED BY INDIVIDUAL TEACHERS, INSTEAD OF BEING DRAGGED IN AND OUT OF CLASS EN MASSE. A DIFFICULT PROCEDURE FOR YOUNG CHILDREN SUCH AS THESE, TO SUSTAIN WITHOUT BECOMING OVERSTIMULATED.

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BIT 11

PARENT G.A. WORKS WITH A GROUP OF KINDERGARTEN CHILDREN WHO ARE SPANISH SPEAKING. SHE SPEAKS IN ENGLISH TO CHILDREN WHO SPEAK ENGLISH, BUT USES SPANISH WITH CHILDREN WHO SHOW SPANISH LANGUAGE DOMINANCY.

30051 20061 91800 90410 90480 90140

COMMENT 01

BILINGUAL CLASSES IN SPANISH AND A FEW IN FRENCH ARE A FEATURE OF THIS MULTILINGUAL SCHOOL DISTRICT. THIS PARENT DOES NOT HAVE HER CHILD IN A BILINGUAL CLASSROOM, HAVING OPTED TO ENROLL HER CHILD IN AN ENGLISH KGN. THE SCHOOL IMPROVEMENT GROUP BELIEVES THE CHILD'S DOMINANT LANGUAGE SHOULD BE SUPPORTED AND ENRICHED IN SCHOOL. HOWEVER, THIS PARENT FEELS DIFFICULTY.

93000 90480 51010 60000 90810 . . . . . .

BIT 12

CHILDREN SIT IN SMALL GROUPS OR ALONE ON THE FLOOR, DRAWING PICTURES, CUTTING OUT PICTURES FROM MAGAZINES. PARENTS HELP WRITE THEIR NAMES ON THEIR ARTWORK. AT END OF HOUR-LONG SESSION, PARENTS CLEAR MATERIALS, DISPLAY SOME ARTWORK IN CONSULTATION WITH CHILDREN, ASK CHILDREN'S HELP IN PICKING UP MATERIALS AND CLEARING CORRIDOR FLOOR (ONE HALF OF CORRIDOR HAS BEEN LEFT FREE FOR TRAFFIC THROUGHOUT SESSION, CHILDREN WORKING ON ONE SIDE OF DIVIDING LINE.) CHILDREN RETURN TO. . . . . .

Project. 0 8 Date of event 0 0 00 0 0 Recorder 7 4 0 8 0

Schools associated 1 0 0 Event Talking with RS #

Setting 1 Place 1 8 0 0 Codes for all bits in this event

Bit Serial	DATA	COMMENT
	Talking with RS	
	Originally concerned with where we could locate the room. Could not locate it in a corridor. Found Ruth and an empty room. Didn't have an initial first turnout. We knew if we got a room we would succeed. We had worked together last year. The strength of the program had to be on an everyday basis.	
	My daughter's teacher told me about it. I'm home - I knew I could give some time. I know what it means to the teacher. Having a good feeling that you're helping out in your child's school. It's good for them - they need to do other things than read. It's good for me, too; I learn things - I learn things with them.	
	Important things for all of us - we are aware that someone else is doing something also - we reinforce each other. We work with another person and get ideas. Develop each other's interests and strengths - keep a record of activities - having the list of activities gives ideas to parents.	
	I negotiated with the principal. It started slowly. He did give the room, was enthusiastic about parents running the program.	
	...teachers are requesting that kids go to the room. Teachers can count on RR that there is an activity. There is a reliability. Teachers come in to ask about the program. The children love it. It's 10-11:30 in the morning - afternoon, 1-2:30, two afternoons. Once we set the program up, we scheduled specific days. You have to come on your day. You can always call for someone else to take over. Tuesday's my day. I put it aside and come here.	
	Parents don't have to have special skills, you just have to want to be here. The ideas come up as you work along with the other parents. You pick up ideas from the newspaper. You work and learn together. It feels good. You enjoy it! Parents are doing things that they enjoy. That brings parents back. You have to like working with children. The total good of the school	

DTA FIELD DATA FORM Page __ __

Project __ __ Date of event __ __ __ __ __ __ Recorder __ __ __ __ __

Schools associated __ __ __ Event _____ #

Setting __ Place __ __ __ __ Codes for all bits in this event _____

Bit Serial	DATA	COMMENT
	is also going to have a direct effect on my children. Very often, our children do not come in but ours will be with other parents and that's important.	
	Parents and teachers collaborating: Teachers are willing to let the children go. Teachers are very supportive: they meet once a week with me to discuss things and make suggestions. Things the kids are interested in...take projects back to the classroom a long term...goal. Teachers are very aware of what's going on in room. Each of the parents in communication with the teacher in whose class her child is in. There is that much communication between parents and teachers (tape unclear).	
	Teachers have a 15 minute period to think about what's going on and what child would benefit from that activity - we make pinatas and teachers decide on the colors - important that teachers send child with School Improvement Groups because we don't know the children. Parents also have to wear tags. Making a difference, choosing the number of children for the project left up to the parents - doesn't have pressure.	
	Future Projections: Sometimes we don't have a goal - would like to see older children working with younger children. Having activities in Resource room on a continuing basis, have a table, etc. Older children could run activities. Grades of children K-2 using the room.	
	Concerns of parents for children are met indirectly. The room shows that this stuff fits in as classroom activities. If we had a long-range goal, it would be that the resource center was available every hour the school was open. We had someone here every hour. Parents and older children; people who come in at specified times - want the idea to grow.	

Project. __ __ Date of event __ __ __ __ __ __ Recorder __ __ __ __ __

Schools associated __ __ __ Event _____ #

Setting __ Place __ __ __ __ Codes for all bits in this event _____

Bit Serial	DATA	COMMENT
	Practical thing is that parents whose children advance in grade will stand by. May have different activities, but the RR will expand - want to have a continuity between RR and classroom. This will not replace the classroom. I'd like to meet more parents. More Hispanic parents should be involved. They don't seem to know the needs of the school. They just send their kids to school. Parents' room used very much. Hispanic parents were interested in doll making and...books. (tape unclear) We don't project reading with the child as an activity - only indirectly if the child is doing something, measuring, writing something - rather than learning, it's using what they do now. Incidental learning came naturally in the Parents' room. Now have 15 regular parents due to atmosphere and through the child's teacher. Teacher made parents aware of the room. Teacher did a good job of convincing me. Started out at home base in my child's class and now I'm here. Didn't start out with a larger community view. Materials in the RR for kids to build things. They advance things on their own and stimulate other kids.	